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THE LEAGUE'S BUSINESS

Annual Report on League's Work.—The Secretary's report on the work of the League for the year ending October 31, 1930, is included as a supplement in this issue of the REVIEW. We hope that every member will read it. This report shows substantial progress in the face of grave financial difficulties. During the year, more than 15,000 copies of the League's publications were distributed; five important supplements appeared with the REVIEW; two books were published; one new campaign booklet was issued; and three pamphlets were reprinted.

Included in the publications of the year were three committee reports. The *Model County Manager Law*, published in August, has already been adopted in principle in one county, and is being considered as the basis for legislation in fifteen other counties. The *Model Election Administration System*, published in September, was in demand while still in manuscript and since publication has been used as the guide for legislation on election reform in several states. The report of the Committee on Metropolitan Government, published as *The Government of Metropolitan Areas*, is the first authoritative discussion of the subject based on thorough research.

During the year, twenty cities have adopted the manager plan swelling the total to 442 in the United States and Canada. In 106 cities campaigns for the adoption of the plan were initiated or advanced during the year. In practically all of these, the League's publications have been used as educational literature.

Five important committees are now at work and others will likely soon be appointed. During the past year, 800 new members were secured, bringing the total membership to almost 2,500.

Additional copies of the report may be secured from the League office and we shall gladly send copies to any list of prospective members which may be submitted by any of our friends.

New Reference Book on County Manager Government.—The H. W. Wilson Company, New York City, publishers of the *Readers' Guide*, *Debaters' Handbooks* etc., has just issued a reference book for debaters on the subject: "Resolved, that the county manager plan is the best form of county government." About three-fourths of the contents of this volume is reprinted from League publications. On the affirmative side, Richard S. Childs, Howard P. Jones, Paul W. Wager, Rowland A. Egger, Herbert Quick, and Helen M. Rocca are quoted as authorities; Kirk H. Porter and Wylie Kilpatrick bear the burden of the negative. In addition the volume contains copious general references, briefs and bibliographies on both sides of the question, and the League's *Model County Manager Law* as an appendix.

This book is a valuable reference volume for any student of county government.

Meeting of Council and Officers.—Richard S. Childs, president, and Carl H. Pforzheimer, treasurer, have called a meeting of the council and officers at Princeton Inn, Princeton, New Jersey, on January 24 and 25. The primary purpose of the meeting will be consideration of ways and means for increasing the League's usefulness and for formulating its future work program. The secretary will be glad to receive from any member suggestions for the agenda of this meeting.

RUSSELL FORBES, *Secretary.*

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EDITORIAL COMMENT

According to a dispatch to the *United States Daily*, the village of Penn Yan, New York, will give all consumers of electricity from its municipally-owned electric plant a Christmas present of the electric current consumed in December. This gift, it is stated, follows closely upon a substantial reduction in rates introduced by the village officers on December 1.

✱

C. A. Harrell, city manager of Portsmouth, Ohio, has sent a letter to all the organizations of the city advising them that city officials are available to speak on municipal topics. The list includes fourteen speakers, from the mayor down. Organizations may choose from a list of twenty-five topics the one which they wish to hear discussed.

✱

Voting Machines
Give Satisfaction

Reports from the counties in Pennsylvania which used voting machines for the first time at the last election indicate general satisfaction with their operation. The *Scranton Republican* goes on record as follows:

Lackawanna being the only county completely equipped with machines, we enjoyed the distinction of wiring returns to distant parts of the state long before the votes commenced to be counted elsewhere. The ease and cleanliness

of conduct of the election and the prompt handling of returns and quick determination of the results here should supply the rest of the state with so good an example . . . that the whole state should be supplied with this device by next fall.

The *Chester Times*, speaking for Delaware county, reported:

Success of the vote machines was no surprise to the supporters of the innovation. . . . The mechanism proved easy to understand; a rush of voters was easily accommodated, and the election boards were freed from the tiresome count after the last voter had registered his choice. . . . Let us hope there will be no further delay in a 100 per cent installation in the county.

We are fond of saying that this is a mechanical age, and so it is. Even politicians are beginning to succumb to it.

✱

Atlanta's Charter
Changes

As described by Miss Raoul in the last number of the REVIEW, Atlanta is passing through a period of graft exposures which have already resulted in the indictment and conviction of several old-time office holders. Naturally, one would suppose, such disturbances would result in a demand for radical charter changes, especially when the present form of government is so patently obsolete as that of Atlanta. Nevertheless, the charter amendments voted on last month and accepted by the people

will accomplish little in modernizing Atlanta's political structure. The general council will now consist of eighteen (twelve councilmen, elected two from each of six wards, and six aldermen elected at large) instead of thirty-nine (twenty-six councilmen from thirteen wards and thirteen aldermen). The common council and the aldermen will continue to act as one body except when voting appropriations. On such matters the common council acts first and the aldermen concur or nonconcur at a separate session.

A more significant change approved by the voters would appear to be the transfer to department heads of increased authority and administrative functions formerly vested in committees of council.

✱

How to Avoid Blights by Motor Highways

Are great motor highways going to blight residential areas just as the railroads have done in the past? At first it was thought that under many circumstances new motor express routes in undeveloped districts would attract residential development along their boundaries. Now we see that their margins are lined by billboards, vacant lots and remnants of old buildings, while high-grade development moves farther back in search of seclusion.

But motor highways have also raised difficulties for residential areas in the hearts of our cities, according to Abram Garfield, speaking before the Ohio State Conference on City Planning last November. Mr. Garfield pointed out that, in Chicago, Michigan Boulevard north of the river increased the value of abutting property eight or nine hundred per cent, but that Michigan Avenue south and certain parts of the Loop lost enough to reduce the total community gain from the

improvement to a point at which it was no longer an astonishing figure. The motor highway is a constant drain on the vitality of the district through which it passes, continued Mr. Garfield. It draws the stronger elements into its current and away, either downtown or out towards the country. The remaining vacuum is filled by a weaker element with a decreased ability to take part in community growth.

Mr. Garfield suggests a cure. He correctly says that our cities cannot wait until belts in process of deterioration have become crowded with tenements. Turn such areas, he advises, into parks and open spaces, not necessarily to give more air and light, because in many of our cities there are plenty of these today. No, develop parks for the reason that we have a large population that cannot afford to move to the country and if we leave less space for them in the city and make it more attractive by parks and open spaces, such people will live better lives and the land they occupy will be worth more.

Mr. Garfield's appeal is to the pocketbook of the landowners of the city. Not large parks but many parks are suggested. Something must be done whenever a new highway is opened. Take the land which would normally degenerate into slums and spot numerous small parks throughout it before it is too late. Does it not seem reasonable, concludes Mr. Garfield, that the property around these open spaces will be more desirable, that the land will pay higher returns, than if left to deteriorate in the normal course of events?

✱

Superfluous Local Governments

"What chance has the small rural community to attain high standards of living?" inquires C. J. Galpin of the Bureau of Agricultural Economics in a radio address before the

American Country Life Association. "No chance," replies Mr. Galpin, "just none at all."

"From the community point of view—that is, from the point of view of providing for its farm families all the institutions, facilities, and opportunities for education, health, recreation, fire protection, information, religious instruction and the like, which modern communities now provide their citizens—the small farm community is doomed, and doomed on account of its smallness," continues Mr. Galpin. "Nor is there any other reason for this doom than that the community is too small. It has too few a number of families in it. It has too little an area of land and property within its boundaries. This is the bare, bald fact without glossing the matter over. A small community pinches its children, as a tight shoe pinches the foot. A small community today is decidedly grotesque, too, like a tiny hat on a big man."

Even two hundred farms and two hundred farm families, believes Mr. Galpin, are too small for a modern community. There are not people enough or property enough to maintain community services of a high standard. Mr. Galpin estimates that a community of one thousand rural families is necessary to provide a property basis for modern community enterprise. The present small communities must be consolidated until at least one thousand families are banded together with their combined population and tax-producing wealth to maintain and support schools, libraries, parks, playgrounds, churches, fire companies and the like.

Mr. Galpin advises the farmers to go to their legislatures and get state laws which will enable them to have political communities of at least one thousand families. Consolidation of school districts is good as far as it goes, but it is not sufficient. The idea must be

extended to all local governmental functions in general.

While Mr. Galpin thinks of services, others emphasize savings. Thus Judge Arthur J. Lacy, chairman of the property owners division of the National Association of Real Estate Boards, declares that the township is a vestigial organ of the body politic. It must be abolished. Although of small geographic area, the township supports its full quota of officials and departments. Often it is unable to do so from its own taxes and it must draw on state revenue for assistance. Judge Lacy declares that the abolition of townships is, therefore, of interest to the urban property owner who has to pay state taxes to help operate the outworn machine.

Many would not stop with the abolition or consolidation of townships, but would extend the idea to counties as well. Both Governor Smith and Governor Roosevelt have repeatedly recommended the consolidation of small counties in New York. Recently two Tennessee counties consolidated with resultant economy in expenditures, sufficient, it is reported, to reduce taxes 50 per cent. Professor Leland of the University of Chicago believes that the attempt to maintain local governments where a taxable capacity is lacking results in little net gain to those governed. Political units of this type soon degenerate, he says, yet their existence is often unnecessarily prolonged by doles from the state.

It thus appears that the demands for economy plus the needs for adequate service unite against the continued existence of small units of government. Similar considerations apply to metropolitan areas with a multiplicity of municipal units contributing to governmental and financial chaos.

What is coming, despite protests of

politicians, is a new definition of local political boundary lines. In the last twenty-five years the neighborhood has greatly expanded in area. Not so long ago the township or the country village comprised a community more or less self-sufficient. Today it is no more trouble for a farmer to visit a friend in a distant county than it was twenty-five years ago for him to hitch up the bay mare and drive to town for the mail.

As yet we are only partly conscious of the social effects of modern methods of communication. Our social horizons have broadened. Our minds can now comprehend a neighborhood of vastly larger area than our grandfathers' thoughts could encompass, but it still remains to adapt our political institutions to the changed situation.

Both Mr. Galpin and Judge Lacy are right. Certain public services can only be supplied economically on a relatively large scale. Similarly it is often impossible to finance them equitably except by taxation systems available only to large territories. From every point of view a revolution in local government boundaries appears to be germinating.

The home rule argument is as valid as ever. The only difference is that the spiritual, social and economical neighborhood to which the home rule argument applies has become a region and not a locality.

Some Additional Bits
of Wisdom Gleaned
from Speeches at
Cleveland Convention

C. E. Rightor called attention to our obligation towards the next generation with respect to the collection and preservation of a record of current governmental facts. Greater care, he said, should be taken to compile statistics. We owe something to the statistician of tomorrow, and his services may be of great benefit to his fellows.

Col. H. M. Waite, speaking at the luncheon session on Monday on the "Growth of the City Manager Movement," recalled the first meeting of the city managers sixteen years ago in Springfield, Ohio. There were eight city managers present when the City Managers' Association was born. This Association started with eighteen members, one of whom was already an ex-city manager. Today there are more than 430 city manager cities.

William P. Lovett of Detroit, a seasoned civic campaigner, believes that a clear objective is the first essential in building a successful program of political reform. It is better to have one object in view at a time rather than many, said Mr. Lovett. Most spasms of reform fail because the group of reformers have so many things to do that they fail to accomplish definitely any single thing.

The street railways of the United States can be saved by improved and refined service only, according to the experts on the Cleveland program. More comfortable and less ugly cars, less noise, greater speed, a desire to please on the part of the management, are some of the elements which will preserve street railways from destruction at the hands of the motor car.

Public salary schedules, asserted Robert M. Goodrich in describing the causes for increased public expenditures, result in the underpayment of those in the executive capacity and the overpayment of workers in the subordinate service. The fact that the number of subordinate positions greatly exceeds those requiring training and high qualifications means that the cost to the taxpayer has been greatly increased over and above actual necessity.

HEADLINES

Duplication between city and county governments is coming in for much attention these days when every dollar is trying to go twice as far as formerly. The latest is from Youngstown, Ohio, home of a peculiar type of hybrid government, where Finance Director James E. Jones declares that "the time is not far distant when the public will demand that city and county offices be combined in order to reduce operating expenses."

* * *

The city manager plan is being hailed as the Moses to lead the people of Philadelphia out of a political Egypt. Since the mayor, whose keen weather eye told him some time ago which way the wind was blowing, has endorsed the plan, the magazine, *Commerce and Industry*, has come out flatfootedly, saying that what Philadelphia needs is a "business manager, not a political manager or a stuffed shirt." Soon the whole chorus will be in harmony.

* * *

The Oklahoma legislature wouldn't pass legislation permitting counties to adopt the manager plan two years ago. Now a bill may be introduced requiring counties to adopt this form of government.

* * *

Abolition of the office of county treasurer and periodical inspection of county financial records by the County Government Advisory Commission are among recommendations to be presented by the North Carolina State Association of County Commissioners to the legislature this month.

* * *

More than 11,000 persons are being interviewed in Cleveland in an attempt to put the non-voter under the microscope and find out what's wrong with him. The Citizens' League is sponsoring the study.

* * *

Re-vamping of the election laws of Pennsylvania is recommended to Governor Gifford Pinchot and the 1931 legislature by the Pennsylvania Election Law Reforms Conference. Seven separate bills and six constitutional amendments are included in the program.

* * *

Drastic reorganization of the state government of Georgia, cutting the number of departments from 108 to 17, is recommended in the report of Searle, Miller & Co. to Governor Hardman.

* * *

A bill to lift the limitation on the size of the municipality which may vote to adopt the city manager form of government will be presented to the Illinois legislature this month. The present law permits its adoption in communities of less than 5000 population. Chicagoans are holding their thumbs.

* * *

An effort to abolish townships in Lake County, Minnesota, failed at the fall election. Next time, if any, they'll try it at a special election.

Proceedings to collect \$250,900 in delinquent taxes from large property owners are to be started shortly by City Attorney Charles E. Retzlaff of East Detroit, Michigan. This method is almost unique in tax annals.

* * *

As a result of an appeal made by the Mayors' Conference to the Governor, the New York State Public Service Commission will assist any municipality requesting aid to determine the equitableness of street lighting rates proposed by public utilities or investigate to determine whether or not a municipality is getting the street lighting service it contracted for.

* * *

What a citizens' organization can accomplish when it is on the job fighting corruption is illustrated by the Taxpayers' Association of Wyoming Valley, Pennsylvania, which discovered so much to holler about that a grand jury found 27 true bills against county commissioners, various employees and contractors.

* * *

Davidson County, North Carolina, which had such success with the county manager plan and then abandoned it, returned to the plan December first.

* * *

Several states are expected to consider the question of departmental reorganization at the 1931 meeting of the legislatures. Among them are Maine, Oregon, Arkansas, and Georgia.

* * *

Centralization of executive responsibility in the governor through the establishment of a small number of administrative departments under his control and direction, is recommended for the state government of Maine by the National Institute of Public Administration. Nine major departments were suggested as follows: (1) executive, (2) finance, (3) health and welfare, (4) agriculture, (5) highways, (6) corporations, (7) conservation, (8) labor, and (9) education.

* * *

A public utility which sells gas and electric appliances in its different places of business in several towns is subject to a chain store tax despite the fact that it pays a franchise tax for the privilege of doing business, according to an opinion by attorney general Dennis G. Brummitt of North Carolina.

* * *

The city of Los Angeles has the power to purchase five towns in Inyo County, California, as a part of the city's water development program, according to a decision of the state supreme court.

* * *

Eighteen cities adopted the manager plan during the year 1930. They are: Oakland and Ventura, California; Wilmette, Illinois; Arkansas City, Kansas; Covington, Lexington, and Newport, Kentucky; Teaneck, New Jersey; Mamaroneck, New York; Bedford, Ohio; Cleveland, Shawnee, Oklahoma; Phoenixville, Pennsylvania; Borger and Dallas, Texas; Fort Atkinson, Wisconsin; Dublin and Dun Loaghair, Ireland.

HOWARD P. JONES.

HOW FAR HAVE WE COME AND WHERE DO WE GO FROM HERE?

BY CHARLES E. MERRIAM

The University of Chicago

The stenographic report of Professor Merriam's brilliant address at the Cleveland Convention. Professor Merriam believes in the city. He discovers that cities have progressed in the last quarter century and he is optimistic about the future. :: :: :: :: :: ::

I HAVE been assigned the topic covering a period of fifty years in something like twenty-five minutes, twenty-five years back and twenty-five years ahead, and you will pardon me, therefore, if I omit some of the points that you regard as particularly important.

Looking back twenty-five years, the American cities have advanced in many directions. They have stood still in some and they have gone back in others.

CONDITIONS HAVE BEEN UNFAVORABLE TO MUNICIPAL PROGRESS

If we look at the basic conditions, especially during the last fifteen years, it is quite clear that they have not been favorable at all to municipal advance. The Great War distracted attention from municipal problems and focused attention across the water. What was a municipal graft scandal in comparison to a series of great battles, such as the Argonne, in which hundreds of thousands perished and nations' resources were burned up like bonfires? Our local freebooters were given almost a free license, also letters of marque and reprisal, while the war was going on.

Following the war came a period of depression and reaction from the tense moments of a high state of patriotism.

Those who made their sacrifices came back, if they came back, and said, "Now we will look after ourselves." They reacted. They let down and a

period of municipal corruption came, the like of which was not known except in the period following the Civil War.

Now at the same time, the passage of the Eighteenth Amendment suddenly precipitated problems of the very gravest nature for the government of American municipalities. Fabulous illicit revenues were opened through the contraband liquor traffic and organizations were built up with enormous power, far beyond the wildest dreams of Tweed and the earlier underworld authorities.

Or again, from the physical point of view, in the cities the motorization of traffic upset the plans of cities and compelled fundamental reorganization of many of its basic features, not only in the matter of the relation of vehicular traffic in the reorganization of city planning, but also in the matter of combating crime under more mobile conditions.

Finally the widespread prosperity diverted attention from the financial burden of government, which in many cases seemed unimportant when compared with the rising incomes of men who were making fortunes on the stock market. What matter whether the tax rate was \$50 more or \$500, if you made \$5,000 or \$500,000? All the pleas of the efficiency experts about the wasting of the tax fell on deaf ears. What does it matter?

A BRIGHTER SIDE TO THE PICTURE

But for all that, in the last twenty-five years my analysis of the situation indicates the following points:

The American city has learned in the last quarter of a century to substitute mastery for drift in dealing with the physical plan of the community. City planning and city zoning have made a conquest of the municipal imagination. Cities a quarter of a century ago were growing haphazardly, but they are now mostly planned in orderly fashion, an almost incredible change in public attitude and policy. The new viewpoint has come to stay.

But on the other hand, cities have lost heavily by the growth of metropolitan or extra-urban areas. In the earlier times, cities absorbed the outlying population very quickly by the process of annexation; but with the rise of suburban transportation and the development of motorization, in an era of high economic prosperity, this tendency failed. In the last fifteen years cities no longer annex the population as rapidly as they did, and what we now find is that great cities are built up outside the city. In my city of Chicago we have about 3,200,000 in Chicago and about 800,000 Chicagoans outside of Chicago. Many of those are the intellectual leaders who otherwise would be part of the political community.

In the second place, public administration has made notable advances in American cities during the last twenty-five years. The spoils system has fought a stubborn but losing battle, and the lines of expert administration have advanced, not steadily but in a zig-zag and cyclical fashion. The most striking evidence of this is the adoption of the city manager system in 400 cities, but almost equally notable is the development of professional standards in city

service. The impressive feature in the city administration in the United States is not the persistence of the spoilsmen, for they are still to be found, but the appearance of the recognized technician alongside of them.

The spoils system in the broader sense, including graft as well as patronage, would have been driven still farther back but for the distraction caused by the War and by the Eighteenth Amendment.

A particular example of advance in public administration is the health departments of cities, which show a striking advance in recent years. Their professional and technical standards and practices have made surprising improvements, reflecting the extraordinary progress in medical science. Even in the most corrupt cities the health department has generally been allowed to go forward with relatively little obstruction. Great, amazing strides have been made, especially in dealing with diseases like typhoid and tuberculosis, and in dealing most particularly of all with infant mortality, said by somebody to be the index of civilization.

Again, the park and recreation policy of American cities has also been a field of notable advance. The small park, the playground, the bathing beach, the extra-urban outer-belt system, and the amusement facilities provided in these areas mark a revolutionary change in municipal attitude and policy. Parks are no longer a private preserve, expressing the genius of some landscape architect, but are public playgrounds and recreation centers in the literal sense of the term.

The school systems of our cities, if you call them local and they really are local in their developments, have made enormous strides in the last quarter of a century. The emergence of the American high school alone is a

matter of world significance, a unique development in the history of democratic education, the deeper meaning of which we perhaps hardly catch. Our schools have developed not only in numbers and length of time and thoroughness of instruction, but in scope and methods and from top to bottom. There has been politics in the schools, but there has been progress also in the schools.

A notable feature in the development of American cities is the advancement of scientific interest in municipal affairs. This is reflected in the organization of bureaus of municipal research all over the United States, and in the central organization of these bureaus themselves, members of which organization are meeting here today.

A LOOK AHEAD

And now if we attempt to look forward for a quarter of a century, the task is one of greater difficulty. All we can do is project the more obvious trends into the future, assuming that what is happening continues to fall with the same force and direction; and coloring our trends a little perhaps with some wishful thinking.

If I am asked to start with, "What physical form will the city take in the next twenty-five years?" my answer is, "I do not know." Skyscrapers, scraping still higher, or garden pancake cities? Who can say, or better, who can know? That is one of the great, unsolved problems which lie before us.

It seems clear, however, that:

1. The coming city will more nearly include the metropolitan area than at present.

There will be developments either by annexation or by federation or by coöperation or by functional reorganization in some manner, so as to prevent these great areas of satellite cities

or parasite cities on the outside, some way of bringing them into the organic life of the social and industrial community of which they are really an integral part.

2. The city will approach more nearly equal representation in the state legislature.

The day of rural dominance in the city is disappearing. The characteristic thing is that it is here, but it is tending to disappear.

3. There is likely to be some experimentation with city states.

You will perhaps not agree with me on this. There will be the City of New York, City of Chicago, City of Philadelphia, and the State of New York, State of Chicago, State of Philadelphia, State of Boston, State of Minneapolis. Other kinds of states will crop up.

I was very much interested, in studying in Germany this summer, to observe not only the ancient cities of Hamburg and Bremen, which are cities and states, but the states of Hamburg and Bremen. When I was in Hamburg I didn't know whether I was in the City of Hamburg or the State of Hamburg, and whether I was dealing in the legislature with the city or the state. It is all one city and one state. Hamburg has been getting along very well, thank you, for several hundreds of years. Berlin is demanding membership in the Statehood of Germany. Frankfort and Cologne are demanding membership. If I were going to make a guess on the future of the German development, which would be hazardous, there will be more than two city states in the next thirty years. I think you will see some also in the United States.

4. The cities will be much more closely organized than at

present and more effective in their political demands.

If the cities of the United States were combined they could get almost anything they wanted, and perhaps more than they ought to have, but if the cities of any state stood together, they could get what they are entitled to have.

I observed again in Germany a stately edifice, impressive in external appearance, housing the German city parliament, made up of the larger cities of Germany, headed by a distinguished man, Dr. Mueller. He has a staff of sixty men organized for the interchange of information and experience. They can send out telegrams. They can call over the telephone. They have all the municipal experts in Germany to tell them what is the trouble and what to do. The city parliament has gone so far that a part of their platform demands representation in the senate of Germany. I wouldn't be surprised to see them get it. They have everything else they want.

"He is," you may say, "speculating." Well, that is what you got me for, since you asked me, "Where do you go from here?" All I could do was make my best guess.

SPOILS SYSTEM DOOMED

The spoils system is not dead, but it is dying faster than most persons realize, and the next twenty-five years will see it well on the way to destruction in the urban communities. Two of my colleagues, Dr. White, who wrote on the city manager, and Dr. Harris, who wrote on registration, traveled all over the United States. Dr. Hatton has done the same thing. These gentlemen will all tell you that the boss system in the cities is dying. In the next twenty-five years all the old bosses will be in the political museum.

Maybe not in the Chicago Fair of 1933, but a little later they will be there with their armor on.

The political intelligence of the coming city in the next twenty-five years will be better organized than at present. Women and business and labor will sit in the city council of the future city. They are not there now. Women are not there, and business is not there, and labor is not there, but the politicians are there and they represent neither women nor business nor labor. Possibly science will be able to get one seat in the coming city parliament, and technicians and engineers will do administrative work rather than shifting groups of spoilsmen. The continuing complexity of governmental work on the one hand and the continuing specialization of labor on the other are bringing this about almost automatically. Department by department is succumbing to training and technical ability. The department where you are going to see the greatest progress is now where you see the least hope, namely, in the police department, which in my judgment within ten or fifteen years will make tremendous strides ahead.

SOCIAL ADVANCEMENT PROBABLE

Present indications are that the coming city in twenty-five years will advance along ways of social planning, as it has in the field of physical planning in the last twenty-five years. This planning will tend to a broader program of public welfare work. It will tend to a program of unemployment. It is tending to that now. I don't need to predict that. That is one thing I am sure of. It will broaden the housing plan of cities. It will develop more spacious plans for use of leisure time.

It seems to me not unreasonable in view of what is now developing that the

city will make, as one of its fundamentals, a housing program guaranteeing decent living conditions to every man, woman and child within its borders. If you want to relieve unemployment, you might tear down the slums and build decent habitations.

It is reasonable to expect that the city will have a recreation program based on the theory that the city is a place in which to live as well as to transact business. The condition is now contrary to fact, as we used to say in Latin.

It is within the bounds of reason to expect that the city of the next quarter of a century will have a health program based on the right of every person to reasonable care of his physical condition.

Perhaps it may be denied that education is a local function, but in view of the fact that schools really are local in development one may predict that the coming city will have an educational program far more advanced than the present, and that civic education will be included as the indispensable part of every man's training. By that I mean not merely civic information and information regarding dates and places and names; but that civic education will include civic interest and civic attitude and civic judgment and discernment and civic skill, enabling the future citizen to handle himself in a real world of shifting situations. The millions that are spent on education are spent in vain if they do not include within that education a semblance of civic obligation and ability in civic judgment and the possession of a certain amount of civic skill appropriate to democratic communities.

Will there be crime in the coming city? Yes, but crime prevention will be more important than crime repression. The time to deal with crime, it will be discovered, is before it occurs

and not after. When crime is strong enough, as it is in some places, to organize against the organization called government, there is something rotten in Denmark. Then the need is not merely to scan the law books and set up the gallows, but to search our own greedy interests and greedy attitudes, our own unwise laws.

Far be it from me to underestimate the difficulties that beset the way of our municipalities during the next quarter of a century, or to assume an air of naïve optimism, fondly trusting that all will be well. I may have added a little hope to the trends I have observed in city affairs, for I am frank to say that those who expect nothing get nothing.

NEED FOR PERSISTENT EFFORT WILL CONTINUE

The progress of the last twenty-five years was won, and the progress of the next will be won, only by intelligent, well-directed and persistent effort on the part of many men and women, most of them unknown and unrecognized. The city was and will be one of the great loyalties of their lives and they have given and will gladly give what they could and can to build a greater life for a greater community. No shrine will ever be erected to these unknown soldiers of civic warfare, and their reward was and will be the sense of contribution to the common good. And it will not be otherwise in the next twenty-five years.

There are those who believe and say that nothing good can come from the modern city, and who foresee nothing but graft and more spoils and more demagogues, drifting mobs, and low level standards of attainment. Such persons can produce many facts to support the arguments.

We do not know that they are not right, but we hope they are wrong.

For as the city goes, the nation goes. More than one-half of our population is now living in cities and in another twenty-five years, probably two-thirds will be in cities. If the cities cannot govern themselves, the nation, made up of cities, will not be able to govern itself. Urban standards, urban practices, urban leaders, and urban ideals will determine the position and policy of the United States twenty-five years from now. And if these fail, America fails, and if America fails, democracy fails.

The smoke and stench still hang heavily over the battle field, but some of us think we see victory turning to the side of the urban community. Some of us see patterns of beauty and power arising in the urban centers, and strong men stepping forward to take their places in the leadership of the nation—Seasinggoods, Roosevelts, Mitchells, and Devers, and Hoans and Couzens, intelligent, unterrified, competent leaders of mighty cities, worthy keepers of the destinies of great states.

MISSOURI VOTERS REJECT METROPOLITAN AMENDMENT

NO FEDERATED CITY FOR THE ST. LOUIS REGION FOR THE
PRESENT

BY MARTIN L. FAUST

University of Missouri

*Politicians both within the city of St. Louis and without unite to
defeat progress. :: :: :: :: :: :: ::*

MISSOURI voters at the recent November election defeated by a decisive vote the proposed constitutional amendment authorizing the plan of a federated city for the consolidation of St. Louis City and St. Louis County. The proposition received a favorable vote of 218,381 and a "No" vote of 375,718. Seven amendments were submitted at this election, and all of them were rejected by a decisive vote. The merger amendment, however, fared better than most of them, since it lost by a smaller margin than all the others except one. It was the only amendment to pass in St. Louis, and it received a larger vote in St. Louis County than any other amendment. The total vote on the amend-

ment was approximately 60 per cent of the high vote of 1,014,593 cast on candidates for state offices at this same election. An attitude of indifference and a disposition to vote against all proposed changes are not unusual characteristics of Missouri elections where initiative and referendum proposals are involved.

In the NATIONAL MUNICIPAL REVIEW of June, 1930, Dean Loeb of Washington University discussed the background of the recent merger movement and the method of procedure followed in the formulation of the amendment. At that writing, however, the amendment had not assumed final shape, so that a review of some of the features of the amendment may be of interest here.

GREATER ST. LOUIS

The enabling amendment proposed first of all the consolidation of the city of St. Louis and the county of St. Louis to form a new political unit to be known as Greater St. Louis. The amendment required, furthermore, that the charter setting up the new government must provide for the continued existence under present laws and charters of the city of St. Louis and the cities, towns, and villages within St. Louis County; for the incorporation of all rural territory in St. Louis County into one or more county districts with the power to levy taxes with the consent of the voters; for the merging of two or more of the constituent municipalities, whenever three-fifths of the voters in each municipality affected gave their consent; for the adjustment of relations between the present county government and the constituent municipalities on the one hand and the Greater City on the other.

The amendment also contained a number of optional or permissive provisions. The charter might include a provision establishing a form of government for the Greater City; provisions relating to the registration of voters, nominating methods, and the conduct of municipal elections; regulations concerning the assessment of property, the levying and collection of taxes; the transfer to the Greater City of any power or duties possessed by the present county, or by any city, town, village, sewer district, drainage district, or levee district within the territorial limits of the Greater City; authority to establish a metropolitan police force separate from the local police forces; the power to create special districts for the maintenance of special services; the power to acquire property, to exercise the right of emi-

nent domain, and to levy special assessments.

ST. LOUIS COUNTY NOT ANNIHILATED

The amendment did not contemplate the complete annihilation of St. Louis County. It was to continue for certain purposes, but not as a separate taxing unit. The powers and duties of the county court (similar to the county commissioners or board of supervisors in other states), of the office of county clerk, treasurer, assessor, tax collector, and engineer were to be taken over by the Greater City. Existing state laws, however, were to continue to apply both to St. Louis City and St. Louis County, respectively, in such matters as agriculture, education, representation in the state legislature, state highways, and the courts; also, in the case of such offices as prosecuting attorney, sheriff, coroner, public administrator, recorder of deeds, county surveyor, and county superintendent of schools. Permission was granted to reorganize the minor courts within the county area. For the support of the county offices retained, the Greater City was authorized to levy a tax within the county.

FINANCES—CHARTER

As is invariably true in campaigns involving merger proposals, the attack centers upon the financial provisions. The amendment continued the present taxing and bonding powers of the municipal subdivisions, and conferred similar powers on the Greater City. But the latter could not exceed an annual levy of 60 cents on the 100 dollars valuation, except with the consent of a majority of the voters, when the limit could be extended to 100 cents. For the city of St. Louis, the amendment specified a tax limit of 105 cents, which limit might be in-

creased to 135 cents with the consent of the voters. The debt limit of the Greater City was placed at 5 per cent of the value of the taxable property, and public utility and special assessment bonds were excluded from this limit.

The proposed amendment did not regulate the manner in which the charter was to be drafted; it provided simply that the text of a charter might be submitted by initiative petitions signed by the voters of the city and county equal in each case to eight per cent of the total votes cast for supreme court judge at the last election in each area. This unofficial and somewhat informal procedure for the drafting of the charter was subjected to criticism during the campaign. Approval was to be by a majority vote in the city and a majority vote in the county, the two to vote separately on the charter. The proposed amendment specifically repealed the amendment adopted in 1924 under which the consolidation charter of 1926 had been submitted and rejected.

THE CAMPAIGN

Some of the incidents of the campaign for the merger amendment may be of interest. "Save St. Louis County" was the slogan adopted by the Save St. Louis County League, an organization fathered by the four St. Louis County circuit judges. "Missouri County Threatened with Destruction!" was the caption used on the handbills circulated throughout the state. The League formed an alliance with the County Farm Bureau and the State Grange, and thus was able to propagandize effectively against the amendment among the rural voters of Missouri.

The circuit judges had issued a formal statement as early as June in which they outlined their reasons for opposing

the amendment. Their criticisms later became the line of attack adopted by the League and the other opposing forces. They condemned the amendment on the ground that it was "a dangerous experiment in municipal government," which would certainly result in "distressing litigation and unsettled business conditions in both the city and the county"; that it created a crisis, "because it confers power to deprive our people of the last vestige of local self-government"; that it failed adequately to protect the minority—the residents of the county; that it authorized "an increase in taxes in St. Louis County and the cities in the county of at least 100 per cent"; that it provided a "supergovernment," and placed in the fundamental law of the state a "wholly unworkable scheme." Identical resolutions adopted by the Republican and Democratic committees of St. Louis County echoed the arguments of the judges, and made a plea to "preserve the county from destruction."

ST. LOUIS OFFICIALS IN OPPOSITION

But the opposition among the politicians was not confined entirely to those of the county. In a statement issued early in October, the board of estimate and apportionment of St. Louis—a fiscal body made up of the mayor, the comptroller, and the president of the board of aldermen—asserted that the advantages of the proposed merger would, in their judgment, be outweighed by the burden placed upon St. Louis taxpayers. Coming from the governing heads of the city, this statement created quite a stir in the campaign. The incident had added significance, in that these officials, particularly the mayor, had taken an active part in the movement leading to the formulation of the plan. But a change of heart among the local politicians was

not unusual during the later stages of the campaign, for several of the suburban mayors early active in behalf of the amendment reversed themselves, and fled to the camp of the opposition.

The most powerful groups behind the amendment were the St. Louis County Chamber of Commerce and the St. Louis City Chamber of Commerce. These two organizations initiated the movement and assumed the leadership in the campaign. Several of the suburban municipalities, particularly those close to St. Louis, gave strong support. For example, the mayor and board of aldermen of University City, the largest of the suburbs, worked incessantly for the amendment. The two outstanding metropolitan newspapers, the *Globe-Democrat* and the *Post-Dispatch*, gave the amendment full publicity and editorial support, although the former was considerably more aggressive in its support than the latter.

The advocates of the amendment stressed the benefits to be derived from the creation of a government with adequate powers to provide for the common needs and the common interests of the region. They gave special emphasis to the solution of such regional problems as sewage disposal, water supply, major highways, adequate police protection, outer park

facilities, unified planning, uniform traffic regulations, proper health protection, and unified administration of hospitals and correctional institutions. Constant emphasis was given to the argument that the plan would not result in any appreciable increase in taxes and would not deprive any municipality of its right of local self-government. The increased census rating for St. Louis and the flexibility of the amendment also figured prominently in the arguments of those who advocated the plan.

The defeat of the amendment leaves in the constitution the 1924 amendment. No charter can be submitted under this amendment oftener than once in five years. Since a charter was rejected in 1926, it might now be possible to submit a charter in 1931. This amendment authorizes a board of freeholders to draft one of three alternative schemes: consolidation of the city and county as a single municipality; re-inclusion of the city in the county, in which case it would extend its limits into the county; annexation to the city of part of the county. Any scheme adopted by the board must be submitted to the voters of the city and county at separate elections and requires a majority of the votes cast in each area.

FEDERAL MANAGEMENT OF THE FEDERAL CITY

BY FREDERICK A. FENNING

Former Commissioner of the District of Columbia

Mr. Fenning predicts less rather than more home rule for Washington's citizens. Congress is preparing to abolish the present form of district government. :: :: :: :: :: :: :: ::

THE house of representatives, in the closing days of the last session of congress, appointed a special committee to investigate the fiscal relations between the United States and the District of Columbia. The stir that this created was not merely local; it moved the White House to activity. The *Washington Post*, supporter of the administration, made the editorial comment that "The make-up of the committee indicates that Washington will need a friend during the discussions if a report at all fair or just is to be rendered." President Hoover summoned the three district commissioners to the Rapidan Camp for conference.

WHO WILL MANAGE THE CAPITAL CITY?

It is no hidden fact that the real issue goes far beyond the subject of fiscal relations. It is nothing less than the management of the Federal City. The responsibility for present management is carried by the district commissioners who are appointees of the chief executive. The authority in governing the city is exercised by the legislative branch of the government. So absolute is this control that a congressman when holding the position of chairman of the district committee is commonly referred to as the "Mayor of Washington."

The trend of legislation, in recent years, has been in the direction of federal control. Gradually, but steadily,

congress has emphasized the national aspect of the seat of government. Local officials have been shorn of authority and their powers circumscribed.

The district government has been made subject to inquisitorial investigations of the United States bureau of efficiency; the United States civil service commission has been given authority over purely local appointments and promotions; the national capital park and planning commission determines all matters pertaining to the beautification of the district; the comptroller general of the United States audits all disbursements made from the district's own funds and has the power of disallowance; and the United States bureau of the budget must approve fiscal recommendations of the commissioners before they can be transmitted to congress. Not one of these governmental agencies was in existence in 1878 when the present form of district government was adopted. The authority of the United States civil service commission to certify eligibles for local positions was extended by executive order of November 18, 1930, and it was announced that no preference would be given local residents.

NATIONAL CONTRIBUTION PARED DOWN

Under the organic act of June 11, 1878, the United States obligated itself to pay one-half the expenses of the local government. This payment—

whether a contribution, a share, or by whatever term denominated—was in lieu of taxes. There was no special virtue in the proportionate feature of the half-and-half principle except that for more than forty years it appeared to be fair. It is true that occasionally during this period congress authorized and directed certain expenditures to be made entirely from district funds, and that by this method, in some years, the district's outlay exceeded that of the United States by as much as a quarter of a million dollars.

In 1920 congress began to pare down the national contribution. The district appropriation bill for that year provided that the district pay sixty per cent of its operating expenses, thus reducing the government's share to forty per cent. This necessitated an immediate increase in the local tax rate from \$1.50 per \$100 to \$1.95, these figures based upon a two-thirds valuation. Subsequent changes have brought the rate to \$1.70 per \$100 on full valuation. A few years later, in 1924, congress again reduced the federal contribution to a lump sum of nine million dollars which was less than thirty per cent of the amount required for that year.

TAX EXEMPTIONS INCREASE

Last spring the district commissioners pointed out that large parcels of improved real estate were being transferred to the tax exempt status. These were the properties—having a value of not less than twenty-five million dollars—lately purchased by the government as sites for public buildings. It was contended that loss of taxes on this real estate would increase, very substantially, the tax burden on privately-owned property. The commissioners urged that, because Washington is the national capital, it is necessary that the fire and police departments be

larger than in cities of corresponding population, that the parks should be more extensive, that highways must be kept in better condition, that a greater water supply is required. Congress responded by raising its contribution to nine and one-half million dollars, but this is less than twenty-one per cent of the amount covered by the appropriation bill.

The financial issue is clearly framed. The district complains that it is being forced to pay too large a share of operating expenses, while congress is of a contrary opinion. Between bodies of equal rank and position, the differences would be the subject of mutual adjustment. There is far from equality of parties, however, for one is the government of the United States, while the other is a mere municipality.

PRESENT FORM SOON TO PASS

From the time of the establishment of the seat of government at Washington to 1878 there were no less than five changes made by congress in the method of administering the business affairs of the municipality. The present plan has served more than fifty years. New laws, new methods and other changes of time have wrought its obsolescence. The time is fast approaching for a change which will mark the passing of this form of district government.

The handwriting on the wall stands out with increasing clarity. It is the writing of the men and women who comprise the national legislature, sent to Washington as the representatives of the citizenry of the whole country, and it spells federal management of the Federal City.

The United States, unless clear signs fail, will take over the management of the city which is the official home of the nation. Through some governmental agency the affairs of the District of

Columbia will be administered, as are the affairs of Alaska and other possessions of the United States. The full

responsibility for the local administration of the seat of government will be assumed by the government.

LONDON'S PROGRESS IN SLUM ABATEMENT

II. DIFFICULTIES, PROCEDURE AND RESULTS

BY E. M. DENCE

Chairman, Housing Committee, London County Council

Two hundred and thirty-seven acres of slums cleared; 85,000 persons rehoused; plans under way to clear 100 acres and displace and re-house 30,000 more; these are the statistics of accomplishment for London. :: :: :: :: :: :: :: :: :: ::

THE process of clearing unhealthy areas is beset with difficulties, and is both tedious and slow. The work involved in clearing an area of say eight acres containing some three hundred houses and some three thousand people would usually take about seven years to complete.

The main difficulties are:

(1) The process of acquiring property under compulsory powers. Every step taken must conform to the legal requirements contained in the Act of Parliament.

(2) The rehousing of the population in temporary accommodation pending the demolition of the condemned buildings.

(3) The dearth of rehousing sites in the county of London or sufficiently near to the county to meet the circumstances of the displaced population.

(4) The poor circumstances of the people who live in the areas to be cleared.

HOW AREAS ARE CONDEMNED

The compensation ordained by Parliament for insanitary property which is compulsorily acquired is based on a

map prepared in the following manner. The area to be cleared is shown on plan within a black verge. Within this area all property which is deemed insanitary as defined in the act is marked red. If further land or property is required in order to provide an efficient development scheme such further land is colored blue, and the terms of compensation for this property is the full market value. With regard to the red or insanitary property much water flows beneath the bridges before the map in its final form is approved by the minister of health. The principal act in the proceedings is the public inquiry at which evidence is submitted before a government inspector by the medical experts and architects as to the insanitary nature of the property while the owners may submit evidence in their endeavor to prove the contrary. It is on the report of the government inspector that the minister bases his decision. These public inquiries are somewhat similar to a coroner's court, any and every person may be heard who can throw light on the subject. The inspector not only takes notes of

every part of the evidence but he must himself visit the property and examine it minutely.

The terms of compensation for insanitary property are site value only and nothing is paid to the owner for the materials which stand thereon. Parliament has, moreover, further penalized owners of insanitary property by requiring them to pay some proportion of the cost of rehousing the people who are displaced from the insanitary houses. Such payment takes the form of a reduction from the site value which generally amounts to from twenty-five to fifty per cent of such value. These terms of compensation have been the subject of bitter complaint and of strong representation to Parliament by the property owners. The grounds of their complaint may be stated thus:

(1) That there are many degrees of badness in insanitary property.

(2) That some property is condemned not because it is inherently insanitary but because it is either sandwiched in between properties which are insanitary or which contribute to narrowness, closeness and bad arrangement or may abut on to a factory which has been built on the garden space which previously adjoined the houses.

(3) It is claimed that many owners have been obliged to spend considerable sums of money in repairing property on the summons of a municipal authority following upon which expenditure the property has been condemned as forming part of an insanitary area.

(4) That after confiscation of property at site value only it is inequitable to require the owner to pay part of the cost of providing new buildings.

(5) That had the owners of such property been fortunate enough to have demolished the houses previous

to their condemnation they would be paid compensation for the land at full market value.

(6) That very often poor persons, including widows, have come into possession of insanitary property by will or bequest and that estate duties have been paid by them on a market value basis far in excess of the compensation figure.

The matter has been complicated by the rent restriction acts. It is claimed by the owners that they would have cleared away the insanitary houses long ago but for these restrictions which prevent them from obtaining vacant possession from the tenants in occupation. To some extent this may be true but two replies seem to be called for (1) What were the owners doing for some half a century when they enjoyed absolute freedom from restrictions? and (2) Since the building of working-class dwellings is not a profitable transaction few owners would have developed their property by rebuilding working-class dwellings.

REHOUSING PEOPLE DISPLACED

The problem of rehousing the people displaced from an unhealthy area is complicated by the difficulty of obtaining rehousing sites and further by the large proportion of people who are on the poverty line. The London County Council is able to rehouse up to about 30 per cent of the people living in unhealthy areas in dwellings on the new cottage estates outside the county or in tenements of the block dwelling type within the county boundary. Having thus secured the vacant possession of a considerable number of the condemned houses the decanting process begins. A certain portion of the area to be cleared is marked off and the people from it are moved into the other houses in the locality vacated by those who

have definitely moved, as stated before, to other council dwellings. The houses in that portion are then demolished and new ones built. Another portion of the area is marked off and the people from it are rehoused in the newly built dwellings and so on until all the area is cleared and new houses erected thereon. In the case of very few areas, is it found that there is room to

preferring to build two or at most three-story cottages, each with their separate gardens attached, rather than building skywards. In the county of London, however, the stage has been reached when for three reasons it is not practicable to build cottages except in the limited acreage available in the southeast district. These reasons are (1) the high cost of land within



ROEHAMPTON ESTATE—A SUBURBAN HOUSING DEVELOPMENT OF THE L. C. C.

rehouse all the displaced people. This is due to the fact that nearly all the clearance areas are overcrowded and that redevelopment schemes must include open spaces within the area. The general experience in London is that from 50 per cent to 70 per cent of the persons displaced can be accommodated in new buildings on the cleared area, and this necessitates the purchase of rehousing sites either within the county or in close proximity thereto.

All housing authorities agree in

the county, (2) the regrettable necessity of housing at a higher rate of density per acre, and (3) the demand on the part of the working-class population to live in close proximity to their place of business. There may also be mentioned the natural desire of Londoners to reside within the circle of its manifest attractions.

The standard type of building now being erected in the county of London is the five-story tenement block dwelling with communal gardens and children's playground. With one ex-

ception which was instituted for experimental purposes no lifts (or elevators) are provided. The reason for their omission is purely an economic one. However desirable this facility may be, it is in England still regarded as a luxury and not a necessity. The buildings are so designed that the ground, first and second floors have each their self-contained tenements but the third floor tenements each possess separate staircases to the sleeping apartments on the fourth floor which constitutes the fifth story. Thus no families have to climb higher than to the third story to reach their front doors. No blocks are at present being constructed with internal passages, the design being so arranged that the main staircases give access to outside balconies from which all tenements above the ground floor are reached.

SPECIAL SOCIAL PROBLEMS IN HOUSING FOR SLUM AREAS

Every slum area may possess some features calling for attention but three problems are presented, differing only perhaps in degree, in all of them. They are (1) the variety in size and type of family units (2) the large proportion of such families living on the poverty line, and (3) the collection of small shops, businesses and street traders whose livelihood has largely depended on some humble but vital accommodation in the shape of sheds, back yards, etc. Every city fosters such humble traders and in London we have our chimney sweeps, merchandisers of cats' meat, firewood, coal, rags and bones, costermongers, ice cream vendors and a host of others. In designing our buildings and forming our plans for rebuilding a slum area we have endeavored to have regard to these special difficulties in the flexibility and cheapness of accom-

modation and in the provision of new shops and other accommodation for the small traders.

The problem most difficult of solution is that of housing the larger family units within their capacity to pay. Families of three or more children with parents have been accustomed to living in two small rooms for which they have paid from 6s. to 10s. weekly (1 dollar 45 cents to 2 dollars 43 cents). When the same families become tenants in the new dwellings provided by the London County Council in order to obviate overcrowding they require some three, four or five rooms for which the appropriate rents are from 13s. to 20s. per week (3 dollars 16 cents to 4 dollars 86 cents). Even at such rents the average annual loss per tenement to be borne by London is about £16 (78 dollars). This raises the question of differential rents, children allowances, income allowances, etc. Under the new housing act it is stated that the basis of government grant will assist local authorities to charge lower rents to a proportion (based at about 50 per cent) of the persons to be rehoused. This whole question of rent differentiation is at the present time *sub judice* in London and must, therefore, find place in some future issue.

It may be mentioned that means have already been employed to provide dwellings at lower rents by effecting a difference in the amenities of the building. We call our standard block dwellings the normal type for which standard rents are payable and the other dwellings are described as simplified type, the rents of which are some 3s. below the standard rents.

SLUM ABATEMENT PROGRAMMES IN LONDON

Prior to 1914 the London County Council and its predecessors had

cleared 97.22 acres of slums displacing and finding other accommodation for 45,438 persons at a cost of £3,544,600 (about 17 $\frac{1}{4}$ million dollars). Since the War the local authorities in the county of London have operated and partly completed a number of clearance schemes involving a total area of about 140 acres and rehousing about thirty nine thousand persons. In July

number of persons to be displaced and rehoused in this connection is about 30,000.

MEASURES FOR DEALING WITH OVERCROWDING

The attack on overcrowding while being vigorously pursued in London is fraught with great difficulties. When regard is had to the fact that



OSSULSTON ESTATE—ONE TYPE OF CONSTRUCTION FOR REHOUSING PERSONS DISPLACED

1929 the London County Council further decided to adopt all the remaining unhealthy areas which had been represented as such by the medical officers of health of the various districts in which they were situated. A few small areas, usually less than three-quarter acres, were left to the responsibility of the borough councils. This further area to be cleared amounts to some 100 acres and the cost is estimated at close on £4,500,000 (21,870,000 dollars). The

over 600,000 persons not to mention the owners of houses are technically breaking the law it will be realized that this problem is where the attack should be launched. Overcrowding may be wilful or spontaneous. The majority of people who are living in a crowded condition are regarded as helpless to alter their circumstances. It is a well-known fact that about 10 per cent of changes in tenancies or removals take place every year. If, therefore, when a family moves out of

an overcrowded house, the authorities will take effective steps to prevent a recurrence of overcrowding in that dwelling, the difficulty will be overcome in a measurable period of time. This method is in fact considered to be the most effective way of dealing with overcrowding.

By-laws for prevention of overcrowding were drawn up and adopted by the London County Council in 1926. The operation of these by-laws is placed in the hands of the metropolitan borough councils. Some of the councils are now operating them vigorously, but it is considered that a much more thorough campaign should be instituted if progress of any magnitude is to be made.

ARE SLUMS LIKELY TO INCREASE IN LONDON?

With the effective measures which are being taken in clearing slum areas, in the improvement of other areas where there is a tendency to deterioration in condition, and by the reconditioning of single or small groups of houses there is every probability of a gradual improvement in districts inhabited by working-class people. The question of education in cleanly habits is largely bound up with this problem and it is satisfactory to be able to say that there is a general improvement in this direction.

There are in London many public utility societies and housing trusts carrying on a steady campaign of improvement in housing conditions. Since the War the efforts of these agencies have been redoubled both in building new tenements and in reconditioning old houses. The London County Council have power to assist these societies by loans towards new buildings and by annual state and municipal grants of £9 7s. 6d. (about 45 dollars) for each house or tenement provided.

CONCLUSION

While most of the worst London slums have disappeared in living memory and while there is a stout fight by so many public and private forces which enables a gradual improvement to be recorded, there nevertheless remains a great volume of work to be done in London towards slum abatement. Many of the cottages and dwellings are congested and are reaching the limit of useful life. They can only be kept in tolerable condition at a heavy expense. Buildings which have underground rooms and suffer from the lack of adequate sanitary accommodation and other defects are marked for removal when the means of rehousing can be accomplished. Prevention and cure go hand in hand and among the many fighters there is confidence and assurance that this generation will see a vast improvement of housing conditions in London.

It only remains to refer to two proposals which are held by many people in London to be of vital importance. The first is the zoning and town planning of built up areas. The London County Council have by resolution expressed themselves in favor of this principle but new legislation is necessary before it can be effectively introduced in London. The second proposal is the creation of satellite towns at a considerable distance from the county of London. Such a proposition would mean the wholesale emigration of population and industry to sites in the country with ideal surroundings and with every facility for transport and for the independent life of a new community. In the two well-planned and beautiful garden cities of Letchworth and Welwyn, within 34 miles and 22 miles of London, private enterprise has led the way to an ideal which should be

possible of attainment by a body such as the London County Council. But to obtain the maximum of benefit for London the new garden cities would require to be intimately linked up with large scale clearance schemes in old and congested districts of London. Displacement whether of population or industry should be

effected by means of generous terms of compensation. With possession of large cleared areas extending perhaps to some five hundred acres, the work of slum abatement in London could proceed with tenfold speed, and it is only along these lines that this problem of slum abatement can be most speedily and effectually accomplished.

APPRAISING MUNICIPAL REPORTS

BY CLARENCE E. RIDLEY

The University of Chicago

Dr. Ridley records a distinct improvement in municipal reports examined during the past four years. This year Staunton, Virginia, wins first place; Brunswick, Georgia, and Cincinnati, Ohio, tie for second place. :: :: :: :: :: :: :: :: ::

THIS is the fourth successive year that the REVIEW has published a summary of the municipal reports reviewed in its columns during the previous year. In 1927, twelve reports were reviewed and later summarized and appraised; in 1928, seventeen; in 1929, twenty; and last year there were sixteen. It, therefore, appears that from fifteen to twenty municipal reports of sufficient merit for review are about the limit of production in any one year. It is probably true, however, that some reports of great merit are missed each year for the reason that they are not made available for review purposes.

REPORTS REVIEWED

The sixteen reports which are appraised in this article were reviewed in the following issues:

May—Fort Worth, Texas; and Rhinelander, Wisconsin
June—Brunswick, Georgia; and Cincinnati, Ohio
July—Glendale, California; and Wichita, Kansas

August—Austin, Texas; and Plymouth, Michigan

September—Staunton, Virginia; and Summit, New Jersey

November—Auburn, Maine; East Cleveland, Ohio; Roanoke, Virginia; and Two Rivers, Wisconsin

December—Kenosha, Wisconsin; and Westerville, Ohio

BASES OF GRADING

The twenty criteria upon which the appraisal was based are as follows:

I. Date of Publication

1. *Promptness.*—The report will have little value unless published soon after the end of the period covered—six weeks as a maximum.

II. Physical Make-Up

2. *Size.*—Convenient for reading and filing, preferably 6" x 9".

3. *Paper and type.*—Paper should be of such a grade and the type of such size and character as to be easily read.

4. *Important facts.*—The more important facts should be emphasized by

change of type or by artistic presentation.

5. *Attractiveness*.—The cover, title, introduction, and general appearance should aim to attract the reader and encourage further examination.

III. Content

A. *Illustrative Material*

6. *Diagrams and charts*.—Certain established rules should be followed to insure an accurate and effective presentation.

7. *Maps and pictures*.—A few well-chosen maps to indicate certain improvements, and a liberal supply of pictures, pertinent to the report, should be included.

8. *Distribution*.—Great care should be exercised in placing the illustrative material contiguous to the relevant reading material.

B. *Composition*

9. *Table of contents*.—A short table of contents in the front of the report is a great aid for ready reference.

10. *Organization chart*.—An organization chart or table indicating the services rendered by each unit, if placed in the front of the report, will help the reader to a clearer understanding of what follows.

11. *Letter of transmittal*.—A short letter of transmittal which either contains or is followed by a summary of outstanding accomplishments and recommendations for the future should open the report.

12. *Recommendations and accomplishment*.—A comparison of past recommendations with the progress toward their execution will serve as an index to the year's achievements.

13. *Length*.—Fifty pages should be the maximum length.

14. *Literary style*.—The text should be clear and concise, reflecting proper attention to grammar, sentence structure, and diction.

15. *Arrangement*.—The report of the various governmental units should correlate with the organization structure, or follow some other logical arrangement.

16. *Balanced content*.—The material should show a complete picture, and each activity should occupy space in proportion to its relative importance.

17. *Statistics*.—Certain statistics must be included but, wherever appropriate, they should be supplemented by simple diagrams or charts.

18. *Comparative data*.—The present year's accomplishments should be compared with those of previous years, but only with full consideration of all factors involved.

19. *Financial statements*.—Three or four financial statements should be included, showing amount expended and the means of financing each function and organization unit.

20. *Propaganda*.—It is unethical and in poor taste to include material for departmental or personal aggrandizement. Photographs of officials, especially of administrators, seem out of place in a public report.

The application of these criteria to the reports is shown in the accompanying table.

COMPARISON WITH APPRAISALS OF PREVIOUS YEARS

Since this represents the fourth consecutive appraisal of municipal reports in as many years some fairly reliable basis of comparison should be available. The accompanying table indicates the relative ratings of reports of several cities in successive years.

City	1928	1929	1930
Austin, Texas	54	65	80
Brunswick, Georgia	73	84	89
Cincinnati, Ohio	83	87	89
Kenosha, Wisconsin	79	68	79
Roanoke, Virginia	62	66	74
Staunton, Virginia	76	89	90
Two Rivers, Wisconsin	65	78	84
Westerville, Ohio	59	76	80

TABLE OF COMPARATIVE RATINGS OF MUNICIPAL REPORTS

Explanation.—The number "5" denotes approach to an acceptable standard, while "0" indicates the value on that particular criterion to be practically negligible. Intervening numbers denote the degree of variation between these two extremes. A total of 100 would indicate a perfect score.

Criteria	Auburn, Maine	Austin, Texas	Brunswick, Georgia	Cincinnati, Ohio	East Cleveland, Ohio	Fort Worth, Texas	Glendale, California	Kenosha, Wisconsin	Plymouth, Michigan	Rhineland, Wisconsin	Roanoke, Virginia	Staunton, Virginia	Summit, New Jersey	Two Rivers, Wisconsin	Westerville, Ohio	Wichita, Kansas
I. Date of Publication																
1. Promptness	0	3	4	4	1	4	0	2	2	4	2	5	2	2	0	3
II. Physical Make-up																
2. Size	5	4	5	5	5	5	5	5	5	5	4	5	5	5	5	4
3. Paper and type	5	5	5	5	5	5	5	5	5	5	5	5	4	4	5	5
4. Important facts	3	3	4	4	3	3	3	3	2	3	3	3	3	3	3	3
5. Attractiveness	3	4	5	5	5	5	5	5	4	4	5	5	5	5	4	5
III. Content																
A. Illustrative Material																
6. Diagrams and charts	3	1	5	5	3	4	0	4	1	0	3	4	4	4	4	1
7. Maps and pictures	1	5	4	5	5	4	4	3	4	4	4	4	3	4	4	4
8. Distribution	3	5	4	5	5	3	4	5	5	4	4	5	5	5	4	4
B. Composition																
9. Table of contents	5	5	5	5	5	5	5	0	0	2	5	5	0	5	5	0
10. Organization chart	5	5	5	5	5	5	5	5	5	0	0	5	5	5	5	0
11. Letter of transmittal	4	4	4	5	5	0	4	5	4	3	5	5	4	5	4	4
12. Recommendations and accomplishments	4	5	5	5	4	4	5	5	0	5	5	0	5	4	4	4
13. Length	4	3	5	2	5	5	2	5	5	3	4	5	4	5	4	4
14. Literary style	4	4	4	4	4	4	4	4	4	4	4	4	4	3	4	4
15. Arrangement	4	4	4	4	4	4	4	4	4	5	4	4	4	4	4	4
16. Balanced content	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
17. Statistics	4	4	4	4	4	4	3	4	3	4	4	4	4	4	4	3
18. Comparative data	3	4	5	4	4	3	4	1	3	2	5	4	4	4	4	3
19. Financial statements	3	4	4	4	4	4	3	4	4	3	4	4	4	4	4	4
20. Propaganda	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
Totals	72	81	89	89	86	81	72	79	71	66	74	90	74	84	80	68

Promptness.—The average length of elapsed time between the end of the period covered and the date the reports were available shows a decrease from those of previous years. In 1927 the time was 4.5 months; in 1928, 3.7 months; in 1929, 4.7 months; and in 1930, 4.1 months.

Physical make-up.—The format and general make-up of the reports in 1930 showed a distinct improvement. The sixteen reports taken together scored 86 per cent of perfection, while the cor-

responding figures for previous years were: 1927, 78; 1928, 78; 1929, 82.

Illustrative material.—A very pronounced improvement is evidenced in the illustrative material appearing in the municipal reports, both as to amount and character. The sixteen reports considered as a whole rated 74 per cent as compared with 65.3 in 1929; 58 for 1928; and 62 for 1927.

Composition.—The distinct improvement in the composition of the reports during the four years has been most

encouraging. The rating for 1930 was 79 as compared with 72.5 in 1929; 66 in 1928; and 64 in 1927. This progress is due in no small degree to the tendency toward briefer reports. The average in the past year was 60 pages while the corresponding figures were 90 in 1929; 78 in 1928; and 90 in 1927. For good or evil, it appears that there is a trend toward the shorter municipal report.

CONCLUSION

From the 65 reports reviewed in these columns, over the past four years, it ought to be possible to decide whether the creation of a public report review section in the REVIEW in 1927

was justified. I believe the purpose at that time was twofold: (1) to stimulate interest on the part of the administrator in annual municipal reports, and (2) to improve public reporting. As to the latter objective, there can be no doubt but that a very distinct improvement has been made, but as to the former, it is doubtful whether more reports are being issued now than four years ago. It is quite likely that other means of acquainting the public with facts about the government are playing a more important part, such, for example, as the radio, the short periodic report, and other more modern and perhaps less laborious methods.

NEW YORK'S MODEL HOUSING CODE

BY BERNARD J. NEWMAN

Philadelphia Housing Association

Mr. Newman is a stern critic of the Model Housing Code recommended by the New York state board of housing. :: :: ::

At last something radically different from the accepted type of housing code has been published. It comes from the New York state board of housing and is recommended to the municipalities of the state. A committee representing the New York State Conference of Mayors and other Municipal Officials, as well as the New York state department of health, coöperated with the board in its preparation. Rudolph P. Miller of New York City receives credit in the introduction for the original draft.

The code is characterized by the state board as a "model housing code" and according to the same authority, it "has been so prepared that it can, and should be used verbatim, except, possibly, for such minor changes, as

already indicated, to adapt it to local conditions." The state board issues a warning that "care must be exercised, in case of a substitution of terms, that meanings are not so altered as to cause confusion in the text or to defeat the purpose of its provisions." Furthermore, says the board, if there is any "inclination to elaborate some of the suggested provisions, by inserting part of a comment, there should be no yielding to such a temptation."

Apparently the draftsmen have endeavored to prepare a code which is at variance with the work of specialists in the housing field in order that their product will not be labelled "ideal." They need have little fear that their workmanship will be declared ideal. It is original in many respects: original in

some of its definitions, in many of its minimum requirements, in subject matter chosen for incorporation in housing law, and even in its sentence formation. No building bureau inspector or health officer, if such should be required to enforce the code, would be able to interpret its provisions without careful analysis and frequent cross references. An effort to secure brevity is seen in the omission of housing standards common to other codes but this purpose is achieved at the sacrifice of thoroughness and with confusing gaps in code coverage. The result is that a reader who is familiar with building or housing law is left with the impression of careless draftsmanship. For example, while the usual procedure is to separate the provisions governing construction of new residential buildings from those that pertain to alterations or to changes in use through conversion of old dwellings, yet the authors here have failed to correlate pertinent sections that will assure adequate control over changed uses, in buildings of prior construction, resulting from conversion without structural change.

ACCEPTED DEFINITIONS DISCARDED

Definitions of terms which have been uniformly accepted for the past twenty-five years have been discarded in favor of new definitions. These turn out to be confusing as, for example, the definitions of basement and cellar, yard and court. A yard is a court; a street may be a court; yet a court is an area within the lot lines. A water closet compartment is, for the purpose of some regulations, considered a bathroom. This failure to use important words in the sense in which they are commonly defined in our standard dictionaries maintains throughout the text. A "stairway" is not defined but the term is used

where a "stair-well" is meant. No differentiation is made between a public and a private stairway. The word "replace" is used where the authors intend the meaning to be "equivalent to."

Careless sentence construction is also conspicuously manifest. In section 306, paragraph four, apparently the authors intended to say, "Every court shall be connected at or near the bottom of the court by a horizontal intake or passage to a street or yard," but the text says such "shall be connected at or near the bottom of street or yard by a horizontal intake or passage." Another illustration of such careless construction appears in the paragraph relating to the location of water closets. The draftsmen evidently labored under the impression that they were assuring the privacy of approach to the common closet of the apartment when they require "one separate water closet in each apartment" and then, in another section, state "in multi-family houses . . . access without passing through a bedroom shall be provided to at least one water closet, unless every bedroom has direct connection with a water closet or a bathroom having water closet accommodations." But this is incomplete; the meaning would have been clearer, and they would have assured themselves against the evasion of their intent, had they said there shall be at least one water closet in a separate compartment or bathroom in each apartment, accessible without passing through a bedroom unless there is a water closet directly accessible to each bedroom.

In paragraph 301, number 8D, there is another example of faulty phraseology. The text reads "In buildings not exceeding four stories and basement in height, . . ." but the definitions state that a cellar is a story and a basement is

a story. Apparently the intent here is to include buildings with not more than four stories *above* the basement but with the emphasis placed, as it is, on strict adherence to the meanings given in the definitions, the use of the word "and" for the words "above the" obscures the meaning. To the uninitiated, this emphasis on the correct use of words may seem to be quibbling. It is not, for it is just such faulty phraseology that creates confusion and causes unnecessary recourse to the courts.

ARTIFICIAL VENTILATION

One wonders whether, in section 300, paragraph 4, the authors intended to require an artificial ventilating system in the dormitory room of a fire station which has adequate window area capable of being opened. If such is the intention, it is absurd. If not, why say so? The frequent resource to artificial ventilation under conditions which could be readily met by requiring window area is open to suspicion for it does not assure hygienic occupancy. Furthermore, a room that is already above ground for which artificial ventilation is required must have three changes of air per hour, but a room that is partly below ground, say one foot or two feet, must be artificially ventilated with six changes of air per hour. In like manner, it is permissible to construct a house in which there is a room with only 60 square feet of floor area, or 460 cubic feet of air, but a health officer may refuse to allow an adult to occupy it since it is less than the 600 cubic feet required for adults. Again, the code requires that "provision for artificial lighting shall be made" but it does not require that these provisions for artificial lighting shall be used.

Apartments must have sinks and running water but they are not required to be sewer connected. It

might be said that the plumbing code covers this point, yet in the same article it is required that other sanitary fixtures be "properly connected with the drainage system." The demands of uniformity make repetition unavoidable in this instance. More than likely it just did not occur to the drafters that uniformity in such matters is an essential requirement of code drafting.

SUB-STANDARD REQUIREMENTS

More important than such careless draftsmanship, from the point of view of good housing, are the sub-standard requirements set up by the code. They are not ideal because they are too low. They are not practical because they suggest lower standards than are followed in ordinary construction by unscrupulous builders. For example, this code will permit the ventilation of a bathroom by either a window or a duct. If a window is used it must have six square feet of area, but a duct of seventy-two square inches cross section area is considered sufficient. Windows totaling one-tenth the floor area with not less than ten square feet of usable window area for each room must be provided for the habitable rooms. Only one-third of such usable window area, or the equivalent of one-twentieth of the floor area, need be "openable" under the code, which is much too inadequate for satisfactory ventilation. The lowest accepted standard in existing codes is that one-half the window area shall be capable of being opened. Then, again, light and air shafts, and ventilating ducts are legalized but their purpose is defeated because the dimensions established would not provide sufficient light or ventilation.

The drafters clearly intended to produce a practical code, i.e., one which would set up standards less than scientific knowledge in the field of light and ventilation would dictate. The

result is that they have produced a "model housing code" that permits standards which were outlawed twenty years ago in the housing codes in the United States. Some of the standards proposed for the less congested areas of the state are even lower than those adopted by the New York Assembly to govern the construction of multi-family houses in New York City.

For example: intakes here are permitted with a cross section area of ten square feet while New York requires 21 square feet with $2\frac{1}{2}$ feet in the least dimension; minimum window areas here are allowed at 10 square feet of glass area while New York requires 12 square feet between mullions; the minimum floor area here for apartment rooms is set at 60 square feet while New York requires one room of at least 132 square feet with a minimum for other rooms, excluding kitchen and dining bays, of 80 square feet; there is no requirement here to fix the size of any room over 60 square feet, the minimum width permissible being 6 feet while the city code sets 8 feet, except in apartments of three or more bedrooms where one-half such bedrooms may be 7 feet in their least dimension; yard area requirements here permit lot coverage greater than are permitted under similar conditions by the city code.

Anyone who has drafted a housing

code will sympathize with the state board and its cooperating organizations because of the difficulties that confronted them in preparing an ordinance for the use of the smaller cities and villages of New York state. They made their task unduly hard by trying to combine in one code features which should be covered in three codes, a Building Code, a Zoning Ordinance, a Housing Code. Furthermore, they have tried to draft a code to which the jerry-builders would not object. Their mistakes, which are many and serious, are a logical consequence of such faulty purpose.

Their objective was to set up standards in order to secure "healthy conditions of human life and activity, especially through the agency of adequate light and ventilation, adequate means of egress, adequate protection from fire, and proper sanitation." In this they have failed woefully. It will be unfortunate if this code is permitted to remain in circulation as it now stands. It should be recalled and very carefully revised, always with the realization that standards recommended for small cities and villages should more nearly approximate the standards which are essential to the maintenance of public health than are those adopted for large cities where land values and like factors force an acceptance of modification and compromise.

DO BUSINESS MEN WANT GOOD GOVERNMENT?

BY MARSHALL E. DIMOCK

University of California at Los Angeles

Dr. Dimock questions whether they do but believes that they should.

ONE of the perennial complaints of American political scientists is that people in this country are not nearly so interested in good government, and in holding public office, as are the citizens of most countries. Imagine what their consternation must be, therefore, when it is learned that it is announced in *Nation's Business*, the official journal of the Chamber of Commerce of the United States, that, "the best public servant is the worst one."¹ These words, from so important an authority, seem to ring down the curtain on the public administration stagehands.

IS THE BEST PUBLIC SERVANT THE WORST ONE?

"Business men are the most influential class in the country. They never had so much influence as they have here, and never so much influence as they have now," remarks an observer in the same magazine.² If the writer of this statement is correct, and it is believed he is, then perhaps students of American government, and citizens generally, would do well to look critically at the present-day attitude of Business toward Government. Perhaps the most serious faults of administration in the United States are not, as some had supposed, ones of duplica-

tion, personnel, and control. Rather, the most serious pitfall may be the cynical, even antagonistic attitude toward the possibility of more competence and zeal in public office of the public generally, conducted by the outspoken attitude of an active portion of the country's most influential class.

MORE BUSINESS IN GOVERNMENT

The Chamber of Commerce of the United States is a political force of the first magnitude. It is rapidly becoming an "American institution."³ Undoubtedly the most important interest group forming a part of the "third house of congress," it has a membership of almost 1600 local chambers of commerce; a palatial building in Washington; an annual budget of more than a million dollars; and a permanent staff of three hundred persons. Moreover, as a writer has recently said, "the bulk of the money and the major portion of the labor of its employees, go toward presenting to congress the views of American business on pending legislation."⁴ The Chamber may be properly called "Official" Business. *Nation's Business* has a monthly subscription list of more than a quarter

³ E. P. Herring, *Group Representation before Congress*, pp. 78-95 (1929).

⁴ Oliver McKee, Jr., "Are We Governed by Lobbies?" *North American Review*, March, 1929, p. 350. Complete information is found in D. A. Skinner, "The Chamber of Commerce of the United States of America" (official pamphlet, 1925).

¹ Homer Ferguson, "A Plea for Inefficiency in Government," *Nation's Business*, November, 1928, p. 20.

² Samuel O. Dunn, "The 'Practical' Socialist," *Nation's Business*, November, 1928, p. 15.

million business executives. This substantial politico-economical legion is arrayed behind the banner, "More Business in Government, and Less Government in Business."

In the implications of this slogan, especially the latter part of it, the writer believes he discovers the reasons for the attitude toward the "best public servant," expressed above. What is meant by "More Business in Government"? What is the significance of the slogan, "Less Government in Business"?

First, what are the alleged or real implications of "More Business in Government"? Do the proponents of this slogan desire more competence among officials and employees, more coördination of services, and more return on money invested in government employments? So far as they do, the proposal is admirable. And there is a good deal of proof to support the contention that this is what official business does want. Business men want "businesslike" government, because, if for no other reason, it saves them money in taxes. More and more our candidates for office promise "business administrations." The cases in which official business has materially contributed to the improvement of public employments are rather numerous, and growing in number. It may suffice to point out that the function of one of the principal bureaus of the national Chamber is to scrutinize the financial practices of the various administrative services of the national government, and by coöperation and helpful criticism, to assist the responsible officials to keep pace with improved business methods.¹ Today more than one-third of the 1600 organizations

¹ E. P. Herring, *Group Representation before Congress*, pp. 84, 85. An interesting account of such activity is presented by former Secretary of War D. F. Davis, "How the Army Economizes," *Nation's Business*, June, 1928, p. 41.

constituting the national Chamber are wrestling with financial problems in municipal governments.²

But how can these practical manifestations of service to the public welfare be reconciled with the outspoken conviction that, "the best public servant is the worst one"? Again, one more commonly reads statements in the pages of *Nation's Business*, to the effect that "Government management is sure to be inefficient."³ Is this a statement of fact or of desire? Does this suggest a purpose on the part of "the most influential class in the country" to lend its support to a more efficient conduct of public affairs? It is certainly true that if you can only make people think that government is by nature dishonest and inefficient, and that nothing can be done about it,⁴ not much will be done about it. Moreover, the facts disprove this cynical assertion concerning inevitable inefficiency. The emphasis upon efficiency in government came at a late stage in the history of our institutions. It may safely be said, however, that more improvement has been made in administration—federal, state, and municipal—in the last score of years than in the two score preceding it.⁵ There is no bona fide excuse for cynicism on that score.

BUSINESS ETHICS

Apparently what some, who wish to put "more business in government,"

² Morris Edwards, "Business is Plugging Tax Leaks," *Nation's Business*, February, 1929, p. 52.

³ For example, Samuel O. Dunn, "The 'Practical' Socialist," *Nation's Business*, November, 1928, p. 178.

⁴ A thing that an officer of the national Chamber did say, in substance, in a public address attended by the writer.

⁵ L. M. Short, *The Development of National Administrative Organization in the United States* (1923). L. D. White, *An Introduction to the Study of Public Administration* (1926).

hope to effect is the wholesale introduction of current business ethics into government, in order, thereby, to be assured of protection and favors, while enjoying immunity from the possibility of government regulation. "What's good for business is good for the country." Is everything that characterizes business good for the government? No, I think not, because the standards of morals and conduct which we require of our public officers are higher than those demanded of the successful business man. My reason for saying this can be easily explained. For example, most of us buy our insurance, automobiles, radios, etc., from a friend, or from someone who will reciprocate by patronizing our business, trade, or profession. But when the mayor of your city follows the same hunch, or is perhaps coerced into such a course of political activity, he is liable to land behind the bars. In other words, business is run largely on the basis of friendship and favors. Public service succeeds to just the extent that it is free from these influences.

Official Business recognizes the existence of this menace. "Ridding Business of Bribery," states the writer of an article in *Nation's Business*,¹ is still the greatest house-cleaning job which trade associations and chambers of commerce must perform. Are we uncharitable in suggesting that so long as our public service is largely amateurish rather than professional, that is, so long as our administrative personnel is recruited from the ranks of business rather than trained for government as a career, we are pretty sure to find the friendship-favors system of business carried over into public employment? Is it not significant that when the senate investigated Messrs. Daugherty, Miller, Fall, and Denby, during

¹ S. D. Mayers, "Ridding Business of Bribery," *Nation's Business*, December, 1928, p. 52.

the deluge of Harding scandals, they discovered in practically every case that the official involved felt morally justified in shielding friends, and former business associates, because, apparently, that was the code of ethics carried over from industrial life?² Mr. Blanton expressed the public viewpoint when, in a senate debate, he said, "But a man cannot escape doing his duty on the ground of friendship."³

Official Business could build up a public sentiment, through business associations and publications, which would be strong defense against the repetition of great national scandals like those of 1924, and periodic municipal political-mires, like the recent Asa Keyes affair in Los Angeles. Does it wish to do so? If not, why not? The record on this score is not promising, as illustrated by the *laissez faire* attitude toward the national scandals. We are confronted with the indelible record that at least some authoritative business leaders desire that public servants should be mediocre, and with the cynical assertion that government is bound to be inefficient. Moreover, responsibility for the journalistic policy of *Nation's Business* rests squarely upon the directors of the Chamber of Commerce of the United States. The Chamber claims that it merely "echoes the majority opinion of business men." "It utters no *ipse dixit* opinions. It serves rather as the agency through which the opinion of business is canvassed and when canvassed is given point and emphasis."⁴ Does the average business man think that the best public servant is the worst one? As a matter of fact, in the determination

² Cf. M.E. Dimock, *Congressional Investigating Committees*, p. 137.

³ *Cong. Record*, 68 Cong., 1st sess., p. 1701.

⁴ From a pamphlet entitled "An Experiment in Democracy," p. 10, issued by the Chamber of Commerce of the United States.

and expression of policies, there is undoubtedly a great deal of discretion exercised by the Chamber's principal officials.¹ If the attitudes toward "the best public servant, and efficiency in government, are 'official,' is it possible that the explanation is found in the second part of the Chamber's slogan, namely, 'Less Government in Business'?"

LESS GOVERNMENT IN BUSINESS

Is Official Business confronted by a dilemma? First-rate government supposedly effects a reduction of taxes, a result ardently wished for by business at all times; but government that is too good encourages popular reliance in government, which in turn might result in the increase of governmental regulation of business, and possibly in new forms of government ownership and operation.

"It is generally agreed by business men," states the editor of the *Railway Age*, "that the growing burden of taxes, and the increasing tendency of the government to interfere and engage in business are twin menaces to our welfare."² On every hand one hears the cries of the champions of American business to the effect that our "unfair" government passes too many laws affecting industry; and that private enterprise is being competed with by the government in business. A large part of the complaint is leveled against regulation and regulative agencies, such as the interstate commerce commission, the federal trade commission, and public utility commissions.³ But of course the greatest hue and cry arises when the federal or state governments furnish services which private

enterprise might conceivably supply. "The government must keep out of business," declare the ambassadors of industry.

Hence one finds business spending staggering sums annually upon lobbies at Washington and at the state capitals. Tons of literature are printed, to convince the public that the state governments should get out of the insurance business,⁴ and should withdraw from the public utility field generally. Official old Uncle Sam is told that he should at least abandon his merchant marine,⁵ his Panama Railroad and Panama Railway ships,⁶ his Mississippi River barges,⁷ and his shipyards, when they compete with privately owned ones.⁸

This hostility to government enterprise causes the spokesmen of business to be hostile toward meritorious public servants who discharge these public business functions. They reason something as follows, apparently. If government officials are competent and zealous, the public will like the character of public utility service it is furnished by government agencies. Citizens will feel inclined to entrust to public stewardship additional enterprises affected with a vital social importance. Business, collectively, will thereupon have fewer opportunities to

⁴ See, for example, David McCahan, "The State Goes into Insurance," *Nation's Business*, February, 1929, and F. C. Christopherson, "A State Goes Into Business—and Out Again," *Nation's Business*, May, 1929. Also references in Samuel O. Dunn, *op. cit.*, p. 17 ff.

⁵ As examples of this policy, Chester Leasure, "Bureaucracy Puts Out to Sea," *Nation's Business*, August, 1928, and, by the same author, "Our Unfair Government," *Nation's Business*, January, 1929.

⁶ *Ibid.*

⁷ Samuel O. Dunn, "The 'Practical' Socialist," *Nation's Business*, November, 1928, pp. 17, 178.

⁸ Homer Ferguson, "A Plea for Inefficiency in Government," *Nation's Business*, November, 1928, pp. 21, 22.

¹ Dr. Herring reaches this conclusion. *Op. cit.*, p. 83.

² Samuel O. Dunn. *Op. cit.*, p. 180.

³ John T. Flynn, "Business and the Government," *Harper's Magazine*, March, 1928.

make profits, in the public utility field. But if public officials are and remain inefficient, the public will sicken of incompetence and rely exclusively upon corporate enterprise. That means less competition and more profits. Hence the fervent plea for inefficiency in government. The faithful public servant, states the president of Newport News Shipbuilding and Dry Dock Company, writing in *Nation's Business*,¹ "is dangerous." "A thoroughly first-rate man in public service is corrosive. He eats holes in our liberties. The better he is and the longer he stays the greater the danger. If he is an enthusiast—a bright-eyed madman who is frantic to make this the finest government in the world—the black plague is a house pet by comparison." Business, therefore, concludes that the mediocre public servant is the best one.

A proper consideration of this outspoken hostility to first-rate government must deal with two questions. In the first place, why is government in business? Second, if there should be less government in business do those who wish to get it out of business choose the sanest, wisest course in attempting to permanently discredit first-rate government?

WHY IS GOVERNMENT IN BUSINESS?

Our federal, state, and local governments perform functions which might be monopolized by private enterprise. Even the postal service falls within this category. In addition, government commissions enter the business realm by assuming important functions of control, as the interstate commerce commission does in the case of interstate carriers, for example. Why does the government carry on activities which, at one time, were considered

exclusively business functions? Why does the government regulate business enterprises?

The interstate commerce commission, the federal trade commission, and similar boards were created because the public welfare was seriously endangered by the overweening power and resultant anti-social practices of certain commercial groups. But what is not so generally known is that certain business interests, in self-defense, took the initiative in getting the government to interfere. Government regulates business today because business asks it. Trade associations, in increasing number, flock to official Washington. They knock at the very doors of congress; they besiege the commerce department, begging for regulation—of the other fellow.² Of course when the agencies they succeed in getting created are used against them, they sometimes complain more vociferously than their competitors, who first fell under the lash.

The business man is a "practical socialist." He can't seem to help it. A "practical" socialist, Mr. Samuel O. Dunn tells us, "is a man who will favor almost any form of government action, however socialistic, which he believes will benefit him."³ Mr. Dunn concludes that this weakness of business men does a lot of damage to the cause of business. The "practical" socialist is dangerous. In comparison the "theoretical" socialist is impotent. Another writer in *Nation's Business* comes to the conclusion that "practical" socialists are leading us surely and rapidly to a "socialized Democracy."

There is a great deal of important

² John T. Flynn, "Business and the Government," *Harper's Magazine*, March, 1928. Julius Klein, "What Government Asks of Business," *Nation's Business*, May 25, 1929 (special number).

³ Samuel O. Dunn. *Op. cit.*, p. 16.

¹ Homer Ferguson, "A Plea for Inefficiency in Government," *Nation's Business*, November, 1928, p. 20.

reflection tied up in Mr. Dunn's observation that "a man will favor almost any form of government action, however socialistic, which he believes will benefit him." Isn't that inescapably human? Of what account is the rebuke, "Less Government in Business," when business men want government coöperation, and must have the services of a referee, the government, to settle "in the public interest," their most bitter trade disputes? Moreover, how can the average business man help but be a "practical" socialist when every local chamber of commerce knows that business will profit by the home town's having a more adequate public building, or improved public services? Civic coöperation brings general and individual prosperity.

Special pleaders for "Less Government in Business" too often succeed in overlooking these factors of "civic coöperation" and "community prosperity." Is it not true, perhaps, that there is a very real danger in making business men think of themselves as a "class," thus tending to shove to the background the primary claims of their civic responsibilities? The great run of business men know that they are more than a class, albeit the "most influential class." They are also citizens and consumers just like the rest of us. As such they have interests to look out for, sometimes in preference to their immediate advantage as business men.

Three essential functions of government have become well established in the United States. They consist of the government's furnishing protection to its citizens, of acting as a referee in the struggles of group interests, and of supplying economic services, when the service is of such a character that "public welfare" factors are involved. In fulfilling the two latter functions the government must be zealously alert to

defend the interests of the consumer. If the government did not furnish such support, who else would? ¹

IS HOSTILITY THE BEST POLICY?

It is probably impossible to get agreement on the question of the proper bounds of governmental activity. In the end necessity will rule anyway. But supposing it is admitted that there should be less government in business. Is it the part of business statesmanship to destroy popular confidence in government, and hence discourage any further extension of its functions, by skillfully leading people to believe that American government is inherently and incurably inefficient, and that public servants serve best who serve with mediocrity or worse?

The first insidious assumption that should be discountenanced is that zeal and competence in public officials results in a loss of liberty to people generally, and to business especially. Tyranny lies in incompetence and irresponsibility. Competence and honesty are the best safeguards of the Bill of Rights and the material and spiritual welfare of the people. One salutary rule of good government is this: Give the most competent officer full power within his competence, while at the same time some permanent method is instituted to hold him responsible in the exercise of such power.

In the second place, the vulnerable spot for business' attack upon the government is the legislature, the policy-forming organ, not the administrative officer who is merely expected to faithfully discharge the law. Business has every opportunity to let congress and the state legislatures know what it wants and does not want. It makes full use of this license. Business' legitimate interest is in legislation, in

¹ For an able discussion of this point, see E. W. Crecraft, *Government and Business*, Ch. V.

laws aiming at regulation or further extension of governmental functions. There is no sound reason why business, after congress legislates, should not want the law carried out by administrative officials in the most competent, businesslike manner. The official spokesmen of business may well counsel the administrative department, perhaps, but to discourage first-rate ability and zealous service because business does not favor the laws which regulate business or put government in business, is short-sighted and injurious to the welfare of business itself.

Business can well afford a policy of political liberality.¹ Finally, it is, it appears to me, a mistaken policy to make people distrustful and cynical with respect to competence and zeal in government employees. A healthy, vigorous representative government is the best policy of anti-revolutionary, anti-dictatorship insurance which the country's most influential class could possess.

¹ This idea is well expressed by a former chairman of the federal trade commission, E. N. Hurley, "Government—the Enemy or Ally of Business," *Nation's Business*, April, 1929, p. 22.

RECENT BOOKS REVIEWED

THE GOVERNMENT OF METROPOLITAN AREAS.

Prepared by Paul Studenski with the assistance of the Committee on Metropolitan Government of the National Municipal League. New York: National Municipal League, 1930. 403 pp.

This long awaited volume is one of the most important contributions to municipal government in recent years. It contains a mass of material regarding metropolitan areas and government, and will be indispensable to all those interested in municipal development. No study in recent years, indeed, has presented so rich a store of hitherto inaccessible material regarding a vital phase of the urban process. Mr. Studenski, the Committee and the Russell Sage Foundation are to be congratulated on this highly significant addition to our knowledge of a fundamental aspect of municipal organization. Had the 1930 census figures been available, the results would have been still more valuable, but longer delay in making public the Committee's material was doubtless inadvisable.

The reader will find in this study an analysis of the experience in practically all of the various forms of metropolitan government, in the United States, whether functional, federated, consolidated or otherwise, ranging over a wide variety of regions and periods. There is also some comment on plans proposed but not adopted. The data for determining whether a plan has been successful or not are not always satisfactory, but are always valuable for a general view of the situation.

The conclusions are crowded into two brief but important pages. These conclusions are on the whole a little inconclusive.

Otherwise the possibility of the city state might have been presented and perhaps the summary might better have been a review of the main trends—perhaps is so intended. The most important findings are 6, "The present chaos in many metropolitan areas is a summons to a broader view and higher statesmanship than has generally been displayed," and 7, "The work here presented is merely an introduction to far more comprehensive studies which the subjects will undoubtedly receive in the future."

Here is a volume that challenges the interest

and attention of every serious student of government in the United States, for it touches on one of the gravest of all of the many problems of our perplexing municipal process.

CHARLES E. MERRIAM.

University of Chicago.



PUBLIC HEALTH ORGANIZATION IN THE CHICAGO REGION. By Robert F. Steadman. University of Chicago Press, 1930. 279 pp.

The metropolitan region of Chicago, with which this interesting study is concerned, comprises the vast area extending fifty miles in every direction from the intersection of State and Madison Streets in the city of Chicago. Within this artificial district are some five million people, distributed in four states, and subject, according to the author, to the executive direction and the whims and caprices of more than 1,700 local government agencies.

Excluding the governments whose interest in public health is secondary, there are said to be over 1,000 official agencies dabbling to some degree in the administration of health activities. The author regards the situation as unquestionably chaotic and proceeds to show in detail why and how much of this health work is inefficient, ineffective, and often incompetent. In the fourteen chapters, such subjects as vital statistics, control of communicable diseases, tuberculosis, venereal diseases, child and school hygiene, milk, food, and water and sewage are thoroughly discussed from the administrative point of view.

This picture of the profuse, if not always capable, health work in the Chicago region indicates that public health administration in the city of Chicago itself is relatively efficient and well done, but that outside it is only rarely carried on in a praiseworthy manner. As a solution to the problem the author suggests several alternatives, including better voluntary cooperation among health agencies, the abolition of many of the existing organizations and the consolidation of all health functions in the hands of a few suitable agencies, or an interstate compact to bring about coordination. Another possibility which is mentioned is that the region might become the forty-ninth state. The possibility seems remote.

A study such as this is all the more interesting

because it has been made by a student of government and not by a sanitarian. The reviewer has often recommended that political scientists ought to possess much more knowledge about the science and art of public health than most of them now seem to display, and conversely, that sanitarians would be better equipped and more statesmanlike in their operations if they were more cognizant of the principles of government and political science. In setting up this study to occupy a middle position between these two important phases of human progress, the author has produced a commendable, valuable, and provocative piece of work.

JAMES A. TOBEY, DR.P.H.



THE LEISURE OF A PEOPLE. Report of a Recreation Survey of Indianapolis, conducted under the auspices of the Council of Social Agencies, financed by the Indianapolis Foundation, and directed by Eugene T. Lies. Indianapolis: Clarence E. Crippin and Son, Inc., 1929. 571 pp.

This book on the leisure of a people represents the most recent recreation survey to be published. It is also one of the most comprehensive studies which have been made.

Various sections of the study are presented and are then followed by major recommendations which give a point to the whole survey. After a treatment of the city of Indianapolis and a general treatment of the growth of leisure, a careful survey is made of the various agencies which are related to the leisure time needs of the people. The complexity of the situation as represented in an urban community is again noted. As one example, it is noted that one hundred and seventy-one different clubs have noon-day luncheon meetings totaling over four hundred meetings during the month. A thorough treatment is made of the various public agencies, tax supported, including the parks, playgrounds, activities conducted by the board of education, public library, county and state parks. Of particular significance is the fact that public agencies in the recreation field are serving a relatively small percentage of the possible numbers which should be reached. Upon the estimate of the survey committee between seven per cent and ten per cent of the school population of the children are being reached daily, but the sad point to be noted is that forty-six playgrounds in the city are only open during the summer, which means that for nine to ten months of the

year practically nothing is being done in this line.

Attention is also called to the fact that over twenty-one million dollars are invested in school property and about eight million is spent annually for support. Obviously, the people have a right to expect more from these expenditures than they are getting in the way of leisure time direction. All board of education property is not being used either during the summer or during the school year to any way near its capacity. As a matter of fact, for a number of years it has not been used at all during the vacation period when its need is most vital.

The whole survey again sounds the need for more intensive organization, more designation of responsibility, more effective working together of the city and the school in this big plan.

It would seem petty to call attention to the use of the words "physical," "mental," and "moral" aspects of the child life when all of our modern psychology contends to minimize the difference between these aspects to life. Life is a unit and its mental aspects react upon its physical and vice versa, and we cannot tear the child to pieces.

The book is well written, in fact in places it sparkles, something which is quite new in the way of a survey publication. To a thoughtful reader it will certainly be very helpful in connection with seeing his way through the complex educational and leisure time problems presented by a modern city.

JAY B. NASH.

New York University.



FISCAL PROBLEMS OF RURAL DECLINE. Special Report of the State Tax Commission, State of New York. By Ralph Theodore Compton, Ph.D., Albany, 1929. 283 pp.

This is the second report published by the New York State Tax Commission under the plan adopted in 1928 which established four research fellowships in taxation in leading universities. The present study—the work of Dr. Compton, who held the special fellowship in taxation at Yale University—is "a study of the methods of financing the costs of government in the economically decadent rural areas of New York State."

Dr. Compton's method is essentially descriptive and analytical. The first part of the report reviews the present economic situation in New York State, describes local government arrangements, and outlines the present state fiscal

system. In Part II, the author reviews critically the results of the New York fiscal system, describes certain selected areas of rural decline, and presents a summary and critical discussion of suggested solutions of the problem of declining communities.

The central theme of Dr. Compton's report is that the solution of the problem of agrarian distress is to be found in the consolidation of local governments and in the development of a policy of control over land utilization. "If efficiency and economy in government and agricultural prosperity be the aims, the quickest way to bring these about is to consolidate present local functions in the counties, abolish all towns and rural school districts, and adopt the policy that will, without force, draw out of the farm area all land that is not sufficiently productive to return profits on investment as well as moderate taxes." While the author deems it desirable to reduce taxes in declining areas, he strongly believes that the more fundamental reform is the abolition of these declining areas themselves. Reforestation, setting aside waste lands, and development of recreational areas figure prominently in Dr. Compton's program.

This study is a valuable contribution to an already abundant literature on the subject of agricultural relief. But it is singularly significant for the emphasis it places on the part state and local government must play in any constructive efforts to relieve existing conditions, hitherto a much neglected phase in the discussion. The study is highly useful in that it brings together the findings and recommendations of widely scattered special studies that throw light on the general problem. The author is to be commended particularly for the vigor and boldness with which he approaches the elementary economic and political aspects of his subject.

MARTIN L. FAUST.



JUVENILE DIVISION OF THE MUNICIPAL COURT OF PHILADELPHIA. By Joel D. Hunter. A report by the Bureau of Municipal Research of Philadelphia, published by the Thomas Skelton Harrison Foundation, 1930. Philadelphia Municipal Court Survey Series. 163 pp.

The fifth section of the report of the Thomas Skelton Harrison Foundation on the Municipal Court of Philadelphia relates to the juvenile division and is the work of Joel D. Hunter assisted by Annabel M. Stewart. This survey of

the court was carried on under the general supervision and direction of the Philadelphia Bureau of Municipal Research acting as the agent of the Foundation.

Highly diagnostic, this study bristles with concrete and practical suggestions. Mr. Hunter took as his basis of judgment of the workings of the court, his many years of experience as the chief executive officer in the Chicago Juvenile Court and other social work agencies. The attitude of the seasoned executive pervades his treatment of the subject. This appears at the outset when he announces that there are three steps in dealing with such cases as appear before Juvenile Courts: "First, ascertain the facts; second, form a judgment as to what is to be done; third, do it." After his examination of this branch of the Philadelphia court Mr. Hunter pointed to four conditions which seemed to him to work against energetic, well-focussed and therefore successful and humane administration. These four were political influence in the court, low salaries of probation officers, lack of inspiring and competent leadership and direction of the probation staff and defective coöperation between public and private social agencies in Philadelphia. Words are not weazeled in discussing these conditions and in recommending measures of improvement. Cases to the number of 296 were analyzed and their treatment appraised. They were found to be the fruit of the tree.

As in previous reports, this one has some highly interesting footnotes in which the judge, now president of the court, comments on the surveyor's findings and the surveyor answers in rebuttal. Usually these addenda only serve further to enforce the point made in the text of the report and to add evidence of the kind of thinking that has gone into the building—or jerry-building—of this institution in Philadelphia.

This report is not scientific in the sense of having every conclusion supported by complete, irrefragable documentary evidence and of having every recommendation adduced from such evidence. Mr. Hunter observed, weighed, appraised and recommended where that seemed necessary. His statements of fact were not disputed by the court. His recommendations are of such an eminently common-sense kind and are so full of homely wisdom that they hardly permit of debate. They merit judicial notice in more ways than one.

NEVA R. DEARDORFF.

THE MEASUREMENT AND CONTROL OF MUNICIPAL SANITATION. By the Committee on Uniform Street Sanitation Records, International Association of Street Sanitation Officials, Chicago. Tentative Draft, September, 1930. 51 pp.

Little need be said by way of introducing this report since the editor of the NATIONAL MUNICIPAL REVIEW has already described, in the September issue, the researches of the committees whose tentative report this is. The report explains the need for measurement standards in municipal sanitation, gives the standards tentatively adopted for measuring street cleaning, refuse removal and disposal, and other activities, and discusses records and procedure for cost accounting. A final report will appear, it is announced, early in 1931. Those interested in standards for the measurement of municipal functions will find in this publication the record of noteworthy progress in a difficult field. For sanitation officials it is a progress report stating the present thought on measuring and recording their work. It gives them an opportunity to study the proposals and by suggestions to aid in the formulation and adoption of practical standards and suitable records.

C. A. HOWLAND.



THE NEW SOCIAL SCIENCE. Edited by Leonard D. White. University of Chicago Press, 1930. ix; 132 pp.

This book contains the addresses delivered at the dedication of the Social Science Research building at the University of Chicago in December, 1929. Its table of contents includes a list of distinguished names. Europe is represented by Professor Bartholdy of the University of Hamburg, Sir William Beveridge, director of the London School of Economics, and Professor Célestin Bouglé of the Sorbonne.

The articles all indicate the present ferment which is taking place in the study of the social sciences. Of special interest to the readers of the REVIEW is Professor Bartholdy's eloquent defense of bureaucracy from the viewpoint of German experience. Bureaucracy has an unpleasant sound to Americans who realize that it has usually operated against democratic control. But there is another phase to bureaucracy which

is often overlooked, viz., the element of unselfish public service which a bureaucracy of high standards seeks to render. Professor Bartholdy believes that by standing for the reign of law the German bureaucracy has been a stabilizing influence between the extremes of communism and conservatism in the difficult times through which the republic has been passing.



THE PUBLIC AND ITS GOVERNMENT. By Felix Frankfurter. Yale University Press, New Haven, 1930. 170 pp.

This book consists of Professor Frankfurter's lectures last year at Yale University upon the William E. Dodge Foundation. The chapter topics are: The Demands of Modern Society upon Government, Does Law Obstruct Government?, Public Services and the Public, and Expert Administration and Democracy.

For those familiar with Professor Frankfurter's viewpoint there is little in the book that is new. Written in the informal style of a lecture, it will be useful in increasing popular understanding of the present situation respecting government and business. Professor Frankfurter points out that the whole trend of opinion in this country is against public administration as a career for talent. Most of us still believe with President Harding that "government after all is a very simple thing." Until these notions of deluding simplicity are completely rooted out, Professor Frankfurter rightly believes, we shall never truly face our problems of government.



CONTEMPORARY SOCIAL MOVEMENTS. By Jerome Davis. Century Company, New York, 1930. xx, 901 pp.

In the words of the introduction, this book of readings, designed primarily for college classes, presents certain outstanding European social developments and suggests certain of their effects on American life. Socialism, Communism, Fascism, the Coöperative Movement, the British Labor Movement, and the Peace Movement comprise the bulk of the book. It presents a wealth of recent material unavailable to college students in its original form and will provide useful collateral reading in classes in sociology and political ideas.

REPORTS AND PAMPHLETS RECEIVED

EDITED BY EDNA TRULL

Municipal Administration Service

Further Studies of European Methods of Street Cleaning and Refuse Disposal with Suggestions for New York.—George Soper, report to the Committee of Twenty on Street and Outdoor Cleanliness appointed by the New York Academy of Medicine, October, 1930. 39 pp., illustrated. Dr. Soper writes on the basis of his visit in Europe this summer. He attended an international congress of municipal cleansing authorities at Stuttgart and an international hygiene conference at Dresden, inspected the large modernized refuse incinerator at Zurich and visited a number of cities large and small. He made a special study of the Italian cities, where progress in recent years has been especially noteworthy. Discussions of method and procedure, as well as demonstration of equipment, have convinced Dr. Soper that large cities and cleanliness are not incompatible. Qualified leadership, appropriate laws, police assistance, public education and a well organized, equipped and directed cleansing force, none of which is unreasonable, are the essentials for a clean city. (Apply to the Committee of Twenty on Street and Outdoor Cleanliness, New York Academy of Medicine, Inc., 2 East 103rd Street, New York City.)



The Fiscal Situation in New Jersey.—Professor Edwin R. A. Seligman. Reprinted from the *Trenton Times* newspaper articles. Professor Seligman, in analyzing New Jersey taxation, interprets the increase of expenditures for governmental purposes and the possible reduction. He concludes that the unsatisfactory condition of the state's finances are due to excessive reliance upon the general property tax, and the lack of control of local expenditures. He recommends the creation of a tax reform association to lead the fight for a modern income tax system. (Apply to The Trenton Times Newspapers, Trenton, New Jersey.)



Report of Special Committee on the Parole Problem, appointed by Governor Franklin D. Roosevelt, February, 1930. 37 pp. This committee, consisting of Sam A. Lewisohn, Chairman, George W. Alger, Edwin J. Cooley, Jane M.

Hoey, John S. Kennedy and Raymond Moley, studied the New York parole system and concluded that "Parole in New York state has in no true sense ever been tried. It has been an underfinanced moral gesture." After stating the facts which led to this conclusion, the committee made its recommendations and supervised the preparation of remedial legislation. The recommendations embody three basic principles: a parole board of citizens in whose judgment and fairness the community will have confidence, with just compensation for their full-time services; the separation of the parole and correctional systems of the state; and the support of a sufficient staff of trained experts and adequately compensated parole officers. The objective is the preservation of human values, as well as the protection of the community. (Apply to Mr. Sam A. Lewisohn, 61 Broadway, New York City.)



The Better Use of the City Street with Special Reference to Parking on and off the Street.—Miller McClintock. The October, 1930 bulletin of the Planning Foundation of America. 15 pp. Mr. McClintock maintains that the chief means by which street traffic relief may be obtained are the intelligent planning and replanning of physical facilities of American cities and the intelligent control of the use of those facilities. The closer coöperation between planning agencies and control agencies is also necessary. The writer recommends as a logical development of present inadequate parking lot and commercial garage as terminal facilities, the self-contained block which will contain within it the facilities necessary to accommodate all kinds of automotive traffic as an integral part of the office buildings, hotels or other structure there. (Apply to Planning Foundation of America, 130 East 22nd Street, New York City.)



Our Cities and the Gasoline Tax.—Roy H. Owsley. Supplement to *The Kentucky City*, November 15, 1930. 12 pp. The gasoline tax has become an integral part of financing our road-building and maintenance program, but less than 1 per cent of the total revenue from it is

available under present state laws for use in cities, either on state highways or streets. It is estimated that 60 per cent of this tax is paid by city dwellers. Benefits should be distributed at least somewhat as they have been produced. The three methods of equalization for cities are described and tables are given to show how the tax is distributed by other states. (Apply to Kentucky Municipal League, University of Kentucky, Lexington, Kentucky. Price 20 cents.)

✱

Public Utilities and the City.—J. W. Manning. Supplement to *The Kentucky City*, November 8, 1930. 12 pp. This is the speech made by Dr. Manning at the convention of the Kentucky Municipal League. He examines the rates paid in Kentucky for telephone, water, gas and electricity, comparing these when sold by the same company in different cities. He compares also the rates in cities where these services are supplied by municipally-owned plants with those of similar size supplied privately, and finds that only one municipally-owned plant charges as much as similar private plants. On the basis of these facts suggestions are made as to provisions which ought to be included in franchises, and a plea is made for administrative control of public utilities through a state public service commission. (Apply to Kentucky Municipal League, University of Kentucky, Lexington, Kentucky. Price 20 cents.)

✱

Report of the Transportation Survey Commission of the City of St. Louis, 1930.—226 pp. This survey is a thoroughgoing study of the transportation needs of St. Louis with a view to the development of a system which will make possible more efficient transaction of business and at the same time conserve and build up values throughout the city. It deals with the rerouting and improvement of street car service, coördination of street railway and motor bus service, traffic regulation and control, and rapid transit requirements. Special consideration is given to franchises and other aspects of regulation of transportation facilities. Numerous figures, tables and plates are included. (Apply to the Transportation Survey Commission, City Hall, St. Louis, Missouri.)

✱

Water Supply Control.—Charles R. Cox, New York State Department of Health. 118 pp.

with tables. This pamphlet deals with the protection of water supplies from pollution, the operation of water purification plants by sand or mechanical filtration or by chemical treatment, and laboratory control of purification plants with adequate recording and sampling equipment. (Apply to Division of Sanitation, New York State Department of Health, Albany, New York.)

✱

Motor Vehicle Legislation and Taxation.—Pierre Schon. Reprinted from *Society of Automotive Engineers Journal* for September, 1930. 15 pp. with charts and diagrams. The wide range of state rulings and legal restrictions concerning sizes, weights, and taxation of commercial motor vehicles is the basis of this paper presented at the annual meeting of the S. A. E. Commercial transportation is seriously handicapped by state requirements which are unreasonable in view of tests made by the Bureau of Public Roads of the federal government. Interstate operators are often subject to double taxation. Mr. Schon recommends the Hoover Code of 1926, brought up to date with the new developments in manufacture, such as the balloon tire and improved weight distribution. (Apply to National Automobile Chamber of Commerce, 366 Madison Avenue, New York City.)

✱

Community Planning in Unemployment Emergencies.—Joanna C. Colcord. Russell Sage Foundation, 1930. 86 pp. This pamphlet, compiled by the director of the Charity Organization Department of the Foundation, endeavors to bring together the recommendations for community action to meet unemployment which have been put forth from time to time as the result of the experience of social agencies and their representatives. It includes material on the centralization of remedial measures, publicity factors, emergency committees and their work, including the gathering of facts, the distribution of employment, industrial, general, and public, and the development of resources for relief. The pamphlet also considers the relationship of such temporary measures to the work of the organized social agencies and to the value and possible activities of permanent committees concerned with employment conditions. (Apply to the Russell Sage Foundation, 130 East 22nd Street, New York City. Price, 25 cents.)

JUDICIAL DECISIONS

EDITED BY C. W. TOOKE

Professor of Law, New York University

Contracts—Emergency Powers of Municipality.—The Supreme Court of California in *Los Angeles Dredging Co. v. Long Beach*, 291 Pac. 839, holds that oral contracts for emergency work entered into by the city manager without the direct authorization of the council may be ratified by a later act of such body in the manner prescribed by the city charter. Generally it is held that no power is in the city to act unless by the methods laid down in the statute conferring the power. If an alleged contract is thus beyond the power of the municipality, the more widely accepted rule is that there can be no ratification by the city authorities, no estoppel against the municipality to set up the invalidity of the act and no recovery for services or materials furnished thereunder. (*Zottman v. San Francisco*, 20 Cal. 96.)

The contracts in question were supplementary agreements with the dredging company and clearly such as would require emergency action and were so declared by the council in its resolution of ratification. Under these circumstances, the court holds that a failure to follow the charter provisions requiring authorization by the affirmative vote of five members of the council was not fatal and that the plaintiff was entitled to recover for the services rendered thereunder.

✱

Airports—Limitation of Statutory Powers—Incidental Conduct of Collateral Enterprises.—The tendency to relax the strict rules limiting the exercise of municipal powers by a wider application of the rule that a power when once granted includes all appropriate means for carrying out the purposes specified is exemplified in the decision of the Supreme Court of Pennsylvania in *Wentz v. Philadelphia*, 151 Atl. 883. The city had negotiated for the purchase of some 951 acres, known as the Hog Island tract, from the United States for airport purposes, with reversion to the grantor upon abandonment of the trust. The statutes confer power upon the city to make such a purchase and to lease lands acquired for an airport to private corporations or

individuals for the same purpose, upon such terms and subject to such conditions as may be provided.

The preamble of the contract recited that the city was desirous of purchasing the premises for use as "an airport, seaplane base and railroad and marine terminal." Wentz, a taxpayer, filed a bill to restrain the carrying out of the agreement, averring that the land contracted for was not intended solely for airdrome and airport purposes, but principally to establish and maintain a "railroad and marine terminal," which functions were beyond the powers conferred on the city, and not suggested in the title to the ordinance providing funds. It was insisted that the purchase committed the city to an unauthorized business venture, unconnected with airport uses, and, if attempted, would involve the expenditure of large additional amounts for a nonmunicipal purpose, the result being the unlawful pledging of the city's credit in violation of article 9, § 7, of the Pennsylvania Constitution.

The court holds in accord with decisions in other states that an airport is a public purpose, and that the authorization of power to acquire lands for that purpose includes the power to establish such marine and terminal facilities *as may be incidental and collateral* to the construction and operation of an airport. Until it is shown that the city is exceeding such limits, no injunction against acts designed to carry out the powers delegated will be granted.

✱

Zoning Statutes—Mandatory Provisions.—The Supreme Judicial Court of Massachusetts in *Kane v. Board of Appeals of City of Medford*, 173 N. E. 1, emphasizes the requirements of the law of that state which must be strictly observed in order to warrant a variation from the standards of an established restricted district. The statute requires unanimous action by the board of appeal upon written petition after notice mailed by it to each of the property owners affected and a public hearing. The court holds that none of these acts can be delegated and that actual notice or notice given by the interested petitioner will

not suffice, nor will a general written notice which does not specify the nature of the change requested.

The language used by Chief Justice Rugg to sustain this construction is as follows:

This conclusion results necessarily from the words used in the statute. It is in harmony with the essential and dominating design of any zoning law. That design is to stabilize property uses in the specified districts in the interests of the public health and safety and the general welfare, and not to permit changes, exceptions or relaxations except after such full notice as shall enable all those interested to know what is projected and to have opportunity to protest, and as shall insure fair presentation and consideration of all aspects of the proposed modification. This is not a technical requirement difficult of performance by the unwary. It is dictated by common sense for protection of an established neighborhood to be subject to change only after fair notice. The notice issued by the respondents, the board of appeals, did not conform to these essential requisites.

It is important that the general public should better understand the principles underlying the enactment and enforcement of our zoning ordinances, and better appreciate the grave responsibilities imposed upon boards of zoning appeals. An unfortunate tendency exists in some quarters to ascribe every action of such a board to partisan prejudice or venial purposes. If our zoning legislation is to be successfully administered, the public confidence in its officials must be restored. This end can best be attained by giving the members of these important boards longer terms and more adequate salaries, and elevating them to position of independence and of honor similar to that now enjoyed by the judiciary.



Street Franchises—Extent of Regulation under the Police Power.—In *Philadelphia Electric Co. v. City of Philadelphia*, 152 Atl. 23, the Supreme Court of Pennsylvania holds that a public service corporation, compelled to remove electrical conduits under the street to make way for a subway, is not entitled to compensation for the expense of such removal. The franchise contract in question gave the corporation the right to use the streets of the city for its system of distribution, but subject to the power of the city to regulate their location when necessary to "the laying of water or gas pipes, or sewers, or any other municipal work." The company had further expressly agreed to comply with the provisions of all ordinances regulating the con-

struction, maintenance and extension of electrical conduits within the city.

It was not disputed that these provisions of the franchise are part of the company's contract; indeed, without being expressly set forth, they would be conditions imposed in law and necessarily affect the enjoyment of the franchise rights. The company's claim, therefore, was based upon the contention that the action of the city was arbitrary, that necessary regulation does not warrant complete exclusion and, therefore, the city's action was not justified under the police power or authorized by the terms of the contract. The court says that the reasonableness of the order must be determined by looking at the system as a whole, and that the Broad Street conduits constitute but a small part of the entire system.

A broader and better basis for the decision, however, is that the city holds the streets in trust for the public and may not permanently surrender its control over them, that every grant of their special use must be subject to resumption when necessary for street purposes. But it has been held in other jurisdictions that the use of a street for a subway is not a street purpose, so as to exclude the necessity for compensation to an abutting owner whose rights are invaded by its construction. The absolute exclusion of the plaintiff from the use of franchise rights which it was exercising in a street to make way for any public improvements which is not strictly for a street purpose would seem to entitle the company to compensation. The instant case goes to the extreme limit in justifying such action as a proper exercise of the police power.



Torts—Statutory Notice Before Action for Damages.—The Supreme Court of Colorado in *City and County of Denver v. Taylor*, 292 Pac. 594, holds that the statutory requirement that notice of an accident must be given to the city within sixty days after securing an injury as a condition precedent to an action to enforce liability does not apply to actions resulting from negligence of its officers and employees in the maintenance of a municipal auditorium. The principal ground for the court's decision is that such a building is not included within the words of the statute which refers to "injuries upon any of the streets, avenues, alleys, sidewalks or other public places of the city."

This construction of the statute is in accordance with the familiar rule that the meaning of

general words is controlled by the specific words immediately preceding, the evident intent of the legislature being to restrict the general words to the same class as the specific. All the words of a statute must be given effect and the specific words would be meaningless if not taken to limit the general words immediately following.

Statutes requiring notice of injuries as prerequisite to actions of tort are generally construed to require only a reasonable compliance. Thus, compliance may be excused because of physical or mental incapacity of the injured person, or because the notice would be futile. (*McDonald v. Spring Valley*, 285 Ill. 52; *Forsyth v. Oswego*, 191 N. Y. 441.)

The court also points out that the liability of the municipality in the instant case is a common law and not a statutory liability. The court holds that the auditorium is primarily a place of resort for the instruction and entertainment of the residents of the city and is, therefore, to be considered, so far as liability in tort is concerned, as a private rather than a public enterprise.



Streets and Highways—City Plan—Action by Property Owners Outside the City Limits to Enjoin Vacation of City Street Giving Access to Their Property.—One of the most important problems of the rapidly growing modern city is that of control of the development of outlying districts.

Many cities now have the statutory power to control the planning of subdivisions outside the municipal boundaries, either through the exercise of the police power, the power of eminent domain or the control of dedication, by requiring that plats of all subdivisions of lands adjoining the city must conform with the city plan, be approved by city officials and be filed in the office of the recorder of deeds. The construction of the powers thus given and the effect of their exercise upon the rights of landowners have been adjudicated in several cases and the constitutionality of the legislation sustained. But there has been little discussion of the rights that may accrue to the landowners who have been obliged to conform to requirements of such statutes. Therefore, the recently reported decision of the Court of Appeals of Ohio, [Hamilton County] in *Messinger v. City of Cincinnati*, 173 N. E. 260, raising some unique questions, is of more than passing interest.

The plaintiffs had platted their property

lying outside the city limits in conformity with the requirements of the statute and the regulations of the Cincinnati planning commission. Among the streets shown upon the city plan to which the subdivision plat was compelled to conform was the extension of a short city street called Teakwood Avenue, which street was already opened to the city line where plaintiffs' property began. At the end of Teakwood Avenue was a concrete curb. The plaintiffs applied for a permit to cut this curb, in order to proceed with the extension of Teakwood Avenue through the subdivision, as platted. This permit was first given and then canceled by the officers of the city.

The council then proceeded to pass an ordinance vacating the extreme fifteen feet of the street. The statute required the publication of notice of the pendency of the ordinance to the act of vacation, which requirement could be dispensed with upon written consent of the abutting owners. Publication was dispensed with on the theory that the consent of the abutting owners on the north and on the south was the consent of all the abutting property owners, and, therefore, that publication was not required under the statutes.

The court held that the plaintiffs owning the land at the stub end of the street were abutting owners and that actual notice to them and their appearance to oppose the passing of the ordinance did not satisfy the statute. As to the right of the plaintiffs to maintain the action the court said:

The next proposition is the question of the capacity of the plaintiffs to maintain this action, since their property lies wholly outside the corporate limits of the city of Cincinnati. This question is not without difficulty. At first blush, it would seem that a non-resident of the city would have no capacity to interfere in the control of council over the streets, which control is given it by the statutes. However, we are confronted with section 3586-1, General Code, giving the planning commission, an administrative body of the city, jurisdiction over subdivisions outside the city limits. The constitutionality of section 3586-1, General Code, is not before us. We, therefore, consider this case in connection with the power given the planning commission under the section.

This section requires the submission to the planning commission of the plat of the subdivision, and the approval of the plat before the recording thereof. The section provides that the planning commission "may adopt general rules and regulations governing plats and subdivisions of land falling within its jurisdiction to secure and provide for the coordination of the streets

within the subdivision with existing streets and roads or with the city or village plan or plats," etc.

We, therefore, have the situation of the planning commission requiring the plaintiffs to plat their subdivision and requiring the coordination of the streets of the subdivision with existing streets, which in this case would be the extension of Teakwood Avenue, coordinating with the existing Teakwood Avenue. The city, through one of its administrative bodies, required plaintiffs to conform to Teakwood Avenue, and provide for its extension, while another body of the city seeks to prevent and to take away all rights thereunder by cutting the street at the corporation line. This action appears to this court to be inequitable and unfair to plaintiffs. They acquired equitable rights by reason of the action of the planning commission, in so far as it affects their subdivision and the ingress and egress thereto. . . .

It is argued that the plaintiffs had other access to their property from the south side. That this would not give proper access to a subdivision requires no argument. The closing of Teakwood Avenue would deprive the plaintiffs of their main entrance to their subdivision, which entrance was provided for and the street dedicated upon the demand of the planning commission of the city of Cincinnati.

Enough has been said to show that the plaintiffs have such an interest in the matter as would give them legal capacity to challenge the validity of the ordinance which vacated and closed the street.

The only case cited by the court showing a similar state of facts was that of *Gary v. Much*, 160 Ind. 26, in which the Supreme Court of Indiana held that the city of Gary could be enjoined against closing the city's half of a highway by owners of land outside the city which lay on the opposite side of the street.

Whatever may be said upon the construction of the statute prescribing the method of vacating the street, there can be no question of the correctness of the equitable principles upon which the decision rests. The owner of lands outside the city who has been compelled to conform to the platting of his subdivision to the city plan should be protected against any changes by the city that will work irreparable injury to his property. This protection should be defined by the statute which confers upon the municipal corporation the extraordinary extra-mural powers necessary to render the city plan effective.

NOTES AND COMMENT ON MUNICIPAL ACTIVITIES ABROAD

EDITED BY ROWLAND A. EGGER

The 1930 British Drainage Act.—The Drainage Act of 1930, recently passed by the British Parliament, should be of considerable interest to students of municipal affairs throughout the United States. The new act follows in general the recommendations of the Report of the Royal Commission on Land Drainage submitted in 1927, the thesis of which may be stated tersely—centralization of authorities having to do with land drainage.

The act places the drainage of watersheds under the jurisdiction of catchment boards—a board for each “catchment area.” These boards are really mixed commissions, consisting of representatives of the ministry of agriculture and fisheries and county councils and county borough councils within the region. It is proposed to divide the country into catchment areas following the natural limits of the watersheds, and to subdivide each catchment area into internal drainage districts. Thus, the control of the drainage system of each catchment area is vested in a single authority, upon whom responsibility can be enforced.

The drainage boards, or the subordinate organizations within the catchment area, are authorized to make by-laws and regulations for securing the efficient working of drainage facilities within their districts. Since minute regulation of the type necessary for the adaption of the policies of the catchment board to local conditions are obviously not best provided by the larger authority, this provision cannot be criticized. Complete power over objectionable local ordinances or regulations is reserved, of course, to the larger authority and the central government.

From a very early date the expenses of land drainage costs were levied upon a rigidly applied benefit principle. The 1930 statute introduces a new basis, which, however, is made optional. Under this act the whole of the land in the catchment area may be called upon to contribute, on an annual rental value basis, toward the costs of what may be called the “regional” or main drainage works; this applies chiefly, of course, to drainage work on the river which forms the

center of the watershed. The theory of benefit is still preserved, but less rigidly applied, as the subordinate areas may obtain revenue for local approved projects in any manner which the laws permit.

It is left to each county or county borough authority to decide whether the amount payable by them to the catchment board for the provision of local facilities may be defrayed as expenses for general county or borough purposes, or by apportioning it upon benefited property as the councils think just. In other words, the councils may decide whether the item should go in the general budget or be specially assessed. As Mr. A. Bebbington, clerk of the Doncaster District Drainage Board says, “Having now got a modified theory of benefit and the principle established that matters relating to land drainage in a catchment area should be placed under the control of one authority, we may perhaps hope for the principle to be extended, and after the catchment area boards are set up they will be endowed with complete powers not only with regard to land drainage, but also for preventing the present regrettable abuse of water courses and for dealing with the allocation of water supplies in this country.”

There is an entirely obvious moral to this action on the part of the British government. New York and New Jersey are at the present time engaged in litigation, which already has cost New Jersey more than \$350,000 in attorney's fees, over precisely such points as these boards will be expected to deal with. Is there any real reason, except for juristic objections, why the federal government should not create boards of this type when its authority might be established by a certain liberality in the construction of the commerce clause? That long-suffering pronouncement has covered far less constructive extensions of federal authority than the creation of such boards might effect. Or perhaps the navigable waters provisions might be invoked. It has been utilized as the legal sanction for log-rolling and spoils legislation for the improvement of streams which were neither navigable nor

capable of being made navigable, and which is without even the apparent commendability of the proposed extension.

The principle of centralization will bear further investigation, whether it involves Boulder Dam, the Passaic Valley Sewerage District, or more clearly municipal projects. —*The Municipal Journal*, November 28, 1930.



Gesamtstädt Krefeld-Uerdingen.¹—One of the most interesting of the recent municipal government acts in Germany is the Krefeld-Uerdingen union, consolidating, under a limited agreement, the more important metropolitan functions of two prominent Rhine *hafenstädte*.

The agreement governing this union prescribes in some detail the purposes for which the *gesamtstädt* is created, and thereby establishes a functional limitation for the new corporation. It should be noted that this is somewhat of a departure from established German precedent, as functional allocation is more ordinarily a task left to the governing body of the new region—as was the case in the Frankfurt-Höchst and the Berlin unification laws. It is probably correct to say that the new unit is to administer in their entirety gas, water, electricity, harbor administration and improvement, schools and libraries, municipal baths, markets and slaughterhouses. The remaining municipal functions are to be retained by their present authorities.

Another interesting feature of the act is that an agreement which Uerdingen has with the communities of Hohenbudberg and Kaldenhäusen is preserved under the new alignment, but with the obligations and privileges under the contract inuring to the new *gesamtstädt*. This agreement is for the supply of certain services to the two suburban areas, and because of the new functional allocation, is capable of fulfillment only by the regional administration. The total effect of these dual relationships is to produce a unique amphibian in metropolitan government, in which the relation of two of the areas (Krefeld and Uerdingen) is organic, that of the two other areas and the *gesamtstädt* purely contractual, while Hohenbudberg and Kaldenhäusen have no legal relation whatever with each other or with

the Krefeld or Uerdingen corporations. Here indeed is a problem for Gierke.

Krefeld is, of course, the larger and dominating unit in the consolidation. The council of the new city is to be composed of 54 members, of which 48 are from Krefeld and 6 from Uerdingen. The mayor and deputy-mayor of the *gesamtstädt* are the corresponding officers, respectively, of Krefeld, who hold their posts under the two governments concurrently. The lord mayor of the new city is the present mayor of Uerdingen. He is contemplated to be primarily a ceremonial functionary. It is difficult, under the present arrangement, to conceive of him being anything else.

The original districts, now called *bezirke*, are governed by councils numbering 53 in Krefeld and 26 in Uerdingen, which number includes the *gesamtstädt* council members elected from each *bezirke*. Thus, 48 of Krefeld's 56 district councillors, and 6 of Uerdingen's 26, are also members of the council of the regional government. This provision is identical with the dual seating provision in the Berlin *bezirke* and *grossstadt* councils. The dual rôle of the mayors, however, is an arrangement peculiar to this extraordinary union.

Many adjustments concerning particular phases of local activity have had to be evolved before getting the new unit in acceptable operating order. This is true not only of indebtedness, but of many other departments of administration. For example, under the new plan for transit and highways executed for the entire region, it has been necessary to transfer certain county roads from the county in which Krefeld is located, to the *gesamtstädt*. The Krefeld street railway, which for some time past has extended into Hohenbudberg, Uerdingen, and adjacent areas has had its capital financing readjusted. These difficulties, which have proved the nemesis of many programs of joint action in the United States, have apparently been acceptably arranged, and the regional government is starting off under no particular handicaps except its own ponderousness.

There are a number of criticisms which may be made of this type of consolidation. It is geographically piecemeal. The new organic union does not cover the whole of the metropolitan area. The functions transferred are inadequate to the execution of regional planning and regulation in comprehensive fashion. The present limited consolidation probably will deter

¹ This note is a summary of a portion of a study on recent developments in metropolitan government in Europe, undertaken by the editor under the auspices of the Arnold Foundation of Houston, Texas. The writer wishes to acknowledge his obligation to Ministerialdirektor Dr. Victor von Leyden, of the Preussisches Ministerium des Innern, for valuable assistance.

geographical and functional expansion when the time comes for a new unification.

There can be little real point, it seems to the writer, in providing for the expansion of services on a regional scale without eliminating the elements responsible for uncertainty and precariousness under the present joint-contract scheme. Patently, there can be no certainty in the development of transit, gas, electricity and water services while Hohenbuehler and Kaldenhausen are still able to throw the plans for expansion completely out of gear by rescission of contract, or by recalcitrancy as to the details of the proposals which affect them. It may be argued, probably with some accuracy, that these possibilities are more academic than imminent and of more juristic than practical significance. At the same time, German local government is not without its shining examples of the difficulties which arrangements of this sort engender.¹

This consolidation is doubly significant, not only as an experiment in the internal mechanics of unification, but as a striking indication of present day tendencies in German municipal theory—a substantial manifestation of predominant thought on regionalism and self-government. The small units are preserved. The regional government, on the other hand, is given complete powers in certain matters of larger regional importance and interest. Disregarding, for a moment, the clumsy and complicated nature of the organic-contractual bases of the relationships between the units, the thesis of the act is quite acceptable. The *selbständigkeit* of Uerdingen, for example, in matters of purely local importance is constitutionally preserved. Meanwhile, the government of the region by an assembly constituted solely on the basis of population prevents obstructionism and delay in regional matters. The constitutional guarantee, alterable presumably only by legislative enactment, creates a rigidity and circumscription of regional functional expansion which may or may not be commendable.

The duality of administrative personnel, as well as the success in the utilization of two distinct bases of common action, will be observed with interest in this country. It should be noted, however, that in certain of the aspects mentioned above, the consolidation runs counter to almost every extant dogma of administrative

reform, although this does not necessarily constitute a legitimate criticism.—*Ortssatzung* in pursuance of the *Neugliederungsgesetz* of July 29, 1929, and the *Städteordnung für die Rheinprovinz* of May 16, 1856; *Vortrag zwischen der Stadtteilen Krefeld und Uerdingen*, 1930.



“Conclusiones.”—The Sociedad de Arquitectos de America, recently assembled in solemn conclave in Rio de Janeiro, gave utterance to a list of *conclusiones* which will bear consideration. The assembly delivered itself on several *temas*, but the most important concerned public housing, urbanization and housing, and planning generally. A rough translation of several of its pronunciamientos follows:

1. The Society recognizes that urbanization has produced a demand for a departure in ideas and ideals of architectonic composition. It asserts its obligation to meet this new need by the evolution of a new aesthetics of urban building.

2. The Society is aware that the major problem in modern architecture doubtless will be the provision of economic residential facilities. In this connection it urges:

(a) Regulation of a rigorous character, or outright assumption of the duty of providing these facilities, by public enterprise, motivated by consideration of *asistencia social* rather than benefit.

(b) Careful consideration of this phase of housing as an instrument of municipal reconstruction (deconcentration and recentralization).

(c) Encouragement of coöperative construction, and the development of European practice in many respects, such as the common provision of certain facilities—nurseries, laundries, or even common cooking quarters, baths, etc., as the economic situation demands.

(d) Rigidly enforced zoning provisions for the preservation of property values, and for the avoidance of blighting through changing land use.

3. The Congress reaffirms its faith in the desirability of forming new suburban nuclei, but stresses the fact that unless these new areas of habitation are carefully planned and regulated, the worst features of congested living undoubtedly will reappear. There is little advantage in moving populations from central congestion to create suburban congestion.

4. The Society demands planning and zoning

¹ See, for example, Dr. W. H. Dawson's *Municipal Life and Government in Germany*, p. 117 (rev. ed.).

boards with substantial autonomy in regulating building and land use, and the utilization by these boards of technical assistance in formulating principles of urban development.

5. In connection with, or in lieu of—momentarily—its other suggestions, the Society urges the arbitrary expropriation or reservation of 10 per cent of the total superficial area of newly developed sections for the purposes of parks, playgrounds, etc.

There is an agreeable precision about the thinking of the Congress; people who know all the answers are invariably comforting. At the same time, it is questionable whether the laws of urbanization about which the Society discourses so glibly are anything more than the most half-baked hypotheses at the present moment. The philosophy of the Congress is disappointing. Its discussions are largely recursive of the thing which Mr. Jacob Crane decried in this REVIEW not many months ago—"We city planners and the others who hate the modern city. . . ."

The point most constantly recurring throughout the proceedings—the necessity of pre-planning—deserves attention. Mr. Mencken has described urban growth without pre-planning as "loathsome." He says further that, "It seems incredible that mere ignorance should have achieved such masterpieces of horror. There is a voluptuous quality about it. It looks deliberate." The language may or may not be

unduly drastic. Mr. Mencken was speaking particularly of the Pittsburgh hinterland.

At any rate, the real accomplishment of the physical planning of urban areas probably lies in the regulation of the opening of new developments. This immediately involves the problem of annexation, consolidation, and kindred perplexities, to which not even Dr. Studenski knows the answer. Perhaps there is no answer, but the new areas must be planned and regulated. This aspect is one of the strongest arguments for the creation of a regional authority—the necessity for a planning agency which can take care of a suburban area until it becomes sufficiently developed for annexation. There are equally cogent arguments against imposing another administrative level, and more importantly, another taxing authority, upon an already too complicated system. How to do it?

The solution proposed by the Congress, which presumably calls for state action or an unprecedented extension of the extra-territorial powers of cities, is a juristic impossibility in most cases, and probably undesirable even if it were possible. Too, the *arquitecturos* are incurably idealistic. Their idea of the new suburban nucleus is dominated by rock gardens and Grecian urns. It bears the same relation to reality that a Watteau does to Radburn. And as another Hispanic philosopher said, in his "Conclusiones," "The real is sometimes more ideal than the ideal of the idealist."—*Arquitectura*, Año 16, No. 152.

GOVERNMENTAL RESEARCH ASSOCIATION NOTES

EDITED BY RUSSELL FORBES

Secretary

SUMMARY OF ACCOMPLISHMENTS IN 1930

Boston Finance Commission.—Under the leadership of the new chairman the Commission formulated and has carried out a new policy in regard to its investigative methods and the making of reports. It was customary for many years to give publicity to practically all reports immediately on issuance. The result had come to be that mayors in their public replies disregarded the merit of the reports in an effort to make it appear to the public that their administrations were not as bad as these reports pictured them. Less and less lasting good, therefore, came from the work of the Commission.

In the past year it has become the practice to make reports to the mayor without publicity, at the same time furnishing a copy of the report to the head of the department involved. Under this policy the following results have been accomplished: Reorganization of the personnel and administrative methods in the Long Island Hospital; some personnel changes and improvement of administrative methods in the house of correction at Deer Island; extensive changes in the practices involved in the charging for and collection of water rates; radical improvement in the administrative methods of the public buildings department; adoption of the policy by the law department to refuse to settle, without court trial, damage claims due to defects in highways; and careful check-up by inspectors engaged for the purpose on the quality and measurement of pavement installed for the city.

In addition, the Finance Commission has made, with the assistance of a specially organized committee, an extensive investigation of the administration of the school department and the department for the construction of school buildings. Another study of importance on which final results have not yet been obtained is the matter of the purchase of fire apparatus for the city. As a result of the Commission's activity, a special committee will soon undertake a study to determine the advisability of the city clinging to

a standardization scheme adopted originally before 1920.

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Buffalo Municipal Research Bureau, Inc.—The Bureau has spent practically the entire year of 1930 in making a complete survey of the Buffalo public school system. This survey was requested by the local board of education on February 11, 1930. The United States Bureau of Education at Washington, has been coöperating with the Buffalo Bureau mainly on questions relating to the educational features of the school system, while the Bureau staff, with a number of outside specialists, has handled the business side. The survey cost in the neighborhood of \$25,000 and was entirely paid for by the Bureau.

While the school survey monopolized almost all of the Bureau's time and effort during the year, the Bureau did find time to keep actively in touch with all important current activities of other municipal departments, and to give, during the spring, a series of twenty radio talks on civic problems. The Bureau resumed these talks on October 7 and has appeared every Wednesday evening since over Station WKBW for a fifteen-minute discussion of matters of local civic interest.

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California Taxpayers' Association.—Out of a total staff of twenty-eight, fourteen are in the research department of the Association and are working on methods and procedures for the improvement of state and local government.

A significant development in the research methods of the Association has taken place during 1930. It is in the establishment of units of measure for many governmental functions. At present most of these are unit costs; however, units of production and unit loads have, in certain instances, been standardized. The primary purpose of ascertaining unit costs in the seventeen established state institutions (curative, correctional and benevolent) was for making the

budget. The study used the operation cost as a basis, determining the total unit cost per year to maintain each inmate; this excludes depreciation, capital outlays, interest and redemption on bonds. Two different classifications were used in breaking down the cost factors. A period of twelve years was covered.

In the case of collegiate institutions new units were developed for measuring the work undertaken and work accomplished by the students. The first is based on the enrollment hour, and the second on the credit granted. During the past year these units of measurement have been applied to the cost of instruction in all the state-supported colleges, including the University of California, the seven state teachers' colleges, and now are being used in a junior college survey.

The research department made a comprehensive study of the University of California with an analysis of the growth from 1918 to 1929 and of the unit cost of instruction during the fall and spring semesters of 1928-29.

Standards of measurement of teacher loads or volume of work assigned a teacher are now used extensively by the Association for school grades, one to fourteen inclusive.

As a further part of the general activity in the study of the state government, a detailed analysis was made of the state prisons at San Quentin and Folsom. The purpose was to outline the need for providing employment for state prisoners, which will aid in their rehabilitation, their maintenance and the support of their dependents.

The work of the research department during 1930 for the local governmental units was largely in the counties of Fresno, Solano, Kern and San Diego. A total of eighty reports have been published during the past year.



Citizens' Research Institute of Canada.—The Institute during 1930 conducted an administrative and financial survey of the township of York, a suburban area of the city of Toronto with a population of about 60,000; an administrative and financial survey of the town of Riverside, one of the border municipalities opposite Detroit; and an administrative survey of certain departments of the city of Port Arthur, Ontario.

The Institute acted in an advisory capacity in the reassessment of all buildings in the city of Port Arthur. It also made a study of the effect of double taxation of dividends under the Income War Tax Act; conducted the annual cost-of-government-in-Canada study—dominion,

provincial and municipal; made a study of the relation of taxation to production in Canada, with a summary covering the period 1922-28; and made a study of the highway expenditures by Canadian provinces in the period 1920-29 and the relation thereto of revenue from motor vehicle licenses and from the gasoline taxes (not yet completed).

Information as to population, assessment, taxes levied, tax arrears, debenture debts, with details as to purpose, sinking funds, etc., were obtained and compiled on a total and per capita basis for all the urban municipalities in Canada with a population of 400 or over and for the more important suburban rural areas, also similar information for the provincial governments and the Dominion government. These were published for use of subscribers to the *Financial Statistics Service*.

The annual conventions of the Canadian Tax Conference and the Canadian Civil Service Research Conference were arranged for and held in Toronto, at which matters relating to Canadian taxation and governmental affairs were discussed. The tax convention this year dealt largely with questions of assessment. Printed *Proceedings* are available to non-members at \$2.00 per copy.



Bureau of Business and Government Research, University of Colorado.—The first police training school was held at the University May 5 to 16 inclusive. Total enrollment was forty-eight peace officers, representing ten different cities. Twenty-one officers completed the full two weeks' course. The first fire college was held in Denver, May 27, 28 and 29. One hundred and fifty-five firemen enrolled for the three days' course of training.

The Bureau issued a report entitled *General Trends in State Government Expenditures in Colorado* which has been printed as a University bulletin. The Bureau collaborated with J. P. Jensen in making a survey of Colorado's state tax system for the Denver Chamber of Commerce. The result is a printed document containing 216 pages.



Des Moines Bureau of Municipal Research.—The Bureau is acting in an advisory capacity to a committee composed of representative citizens which is formulating a ten-year master budget. Based on a report by the Bureau showing that the insurance carried on the voting machines was

much higher than their valuation, the county board of supervisors reduced the policies materially. Upon the suggestion of the Bureau, the county board of supervisors made a contract for buying drugs for the various county institutions at a large saving under the former cost.

The Bureau made an exhaustive investigation of the local method of garbage collection and disposal. This report showed that the expense of the present collection system by motor trucks, which necessitates the service of three men per truck and long periods of inactivity while hauling to the disposal point, could be reduced by the tractor-trailer system. The Bureau opposed a proposal that the city haul its garbage to a local hog-feeder which would involve an increased expense in additional mileage for truck hauls.

The Bureau and school board worked out a plan to level off the annual requirements of the present outstanding school debt, establishing an annual amount about the same as the 1929 school debt charge. This plan obviates some refunding of school bonds, although a considerable amount of refunding is still necessary.

The Bureau prepared a report showing that 48 per cent of the total real and personal property tax collections levied in the state is paid by the Iowa incorporated cities and towns on only 31 per cent of the assessed valuation, and pointed out that the larger share of the proposed income tax would be borne by the cities and towns.

The Bureau checked both the city and county election expenses and supported the city purchasing agent in his effort to insist that election printing be awarded upon competitive bids, which was done. The 1930 city election was one of the most economical ever conducted here. The county auditor showed far less willingness to cooperate in cutting the county general election expenses with a result that it still involves considerable waste, although a few economies were introduced.

As this is the first year of the installation of the budget system for Polk County, the Bureau gave considerable attention to its manner of preparation and installation. A member of the state budget director's staff assisted the county auditor in installing the first county budget system.

Inspired by an adverse report made by a federal milk inspector regarding Des Moines conditions, a revision in the present city milk ordinance was presented to the city council. The Bureau cooperated with the city health

commissioner in obtaining information from numerous cities which revealed that Des Moines milk in richness and in bacteria count rated as well as that in other municipalities.

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Detroit Bureau of Governmental Research.—

The most interesting development in the work of the Detroit Bureau during the current year has been the activity of the committee on city finances, of which the Bureau director serves as secretary. This committee is an outstanding example of the influence of organized business and industry in effecting a reduction in governmental expenses. About a year ago, Ralph Stone, chairman of the board of the Detroit Trust Company, spoke publicly of the obligation of the city to curtail its expenditures in these troublesome times. The common council immediately suggested to Mr. Stone the appointment of a committee of business men to aid that body in its consideration of the budget. In consequence, Mr. Stone appointed the presidents of eight outstanding business organizations including the Detroit Bureau.

This committee called into consultation the city budget director and department heads, and also had before it the continuous study that the Bureau has made of the budget over fifteen years. In consequence, the committee was able to make specific recommendations to the mayor and common council for reductions in the budget covering both operating expenses and capital improvements. It is, of course, impossible to estimate precisely the resulting reductions in the budget, but there is no doubt that the public opinion created by the committee upheld the common council in making drastic alterations. A well-written story of the committee's activities appears in *Nation's Business* for November, 1930.

The committee has continued holding meetings throughout the year, giving consideration to numerous problems. It is now preparing for work in connection with the forthcoming budget, which presents unusual difficulty because of the existence of a very large operating deficit, occasioned largely through welfare relief granted during a period of unemployment—an expenditure which has not been fully provided for in advance in the budget.

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The Civic Affairs Department, Indianapolis Chamber of Commerce.—The Department in 1930 completed its eighth year of participation in the formulation of public budgets for all de-

partments of local government. This year, for the first time, official resistance to "meddling" by taxpayers was entirely absent, and there was the fullest coöperation between the Chamber's investigators and committee, and the public officials. As a result, the Chamber was of aid to officials in paring more than \$900,000 from expenditures proposed for 1931, and in making possible a small reduction in the 1931 total tax levy.

The Department has had a large part in the community's plan for unemployment relief, having participated in the development and placing into operation of a scheme of "made work" by which a large part of the expenditures for charity will be used this winter in payment for labor in public departments on projects that had been planned by department heads but excluded in the reduction of 1931 budgets. The director of the Department has served as secretary of the commission for stabilization of employment.

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The Bureau of Municipal Research, University of Oklahoma.—The Bureau was completely reorganized early in 1930 in order to give better service to the municipalities of the state. James W. Errant, assistant professor of government, was placed in charge and he devotes approximately one-third of his time to the Bureau work. Larger quarters with improved facilities were placed at the disposal of the Bureau. Municipal research, which was formerly carried out by advanced students under the direction of individual professors, is now centralized in the Bureau. A study of garbage and waste collection and disposal will be completed early in 1931. A comprehensive municipal yearbook of Oklahoma is now being compiled and will be ready for publication during the summer of 1931.

*

Bureau of Governmental Research, Kansas City, Kansas Chamber of Commerce.—A detailed analysis was made of the recommendations for the improved administration of the tax laws of Kansas contained in the report of the Kansas Tax Code Commission. The Bureau study has been used as the basis for recommendations by a committee of the Chamber of Commerce for their legislative program for 1931. The recommendations include: Statutory changes to make the county the unit of assessment; appointment of a qualified assessor for an indeterminate term; and disapproval of state review of local tax levies and bond issues.

An analysis of the city budget was prepared and was used by committees appointed from the membership of the governing board of the Bureau for informally discussing with each city commissioner his budget requirements for 1931. These negotiations contributed to a total reduction in the city tax levy of about \$200,000.

A report on the bonded debt of the city presents in a comprehensive fashion the history of the bond operations of the three local governmental units for the past ten years. The major recommendation is a long-term improvement budget.

*

Kansas City Public Service Institute.—A thoroughgoing survey of all public and private health and hospital agencies was undertaken during the summer for the Chamber of Commerce health and welfare committee and under the direction of the committee on administrative practice of the American Public Health Association. The survey is not quite complete, but it is expected that the report will be rendered some time in January.

A report was prepared for the civic improvement committee covering the financial operations of the local governments of Kansas City during the past ten years and estimates for the next ten years. The report covers both operating and capital expenditures, receipts from current revenue, from bond funds and other sources. It analyzes the bonded debt and estimates the amount of bonds which may be issued during the next ten years within certain tax limitations.

Studies in connection with the county government are part of a larger study involving the question of city-county consolidation or regional government. The immediate objective is a reorganization and simplification of the existing form of government in Jackson County.

Further studies have been made during the year on the operation of the permanent registration of voters system in a number of other cities. Activities in the latter part of the year were devoted towards helping in the drafting of a bill which will give a satisfactory form for Kansas City.

Under the state constitution Kansas City may pension only policemen and firemen. Firemen have had a pension system for a number of years, but it is a cash disbursement system in a very unsatisfactory financial condition. Efforts are being made to secure the adoption of legislation reorganizing the firemen's pension system and

providing a police pension system on a sound actuarial basis.

Kansas City's police department is operated by a board appointed by the governor. The Institute has been active for years in endeavoring to secure local control. Pending home rule, the Institute has drafted a bill which would attempt to relieve the strained situation existing between the administration of the police department and the city council and the city manager, and to provide a greater degree of freedom to the local police board in organization and operation of the police force.

One important piece of research work, in which the Institute was not involved, was the traffic survey. A traffic survey, which required a year for completion, and which cost more than \$30,000, was made under the direction of the city-wide traffic committee, composed of forty representatives of official departments and civic bodies. A plan for traffic control, based on standards developed by the National Conference on State and Highway Safety, was developed, and a traffic code prepared, which is now pending in the city council. The survey was directed by Miller McClintock.

*

Bureau of Budget and Efficiency, City of Los Angeles.—A careful survey was made of the city clerk's office. An analysis of the organization and legal limitation under which the police department and building and safety department were operating resulted in the street traffic engineering functions being consolidated in a new bureau of the police department. All appropriations of funds derived from motor vehicle registration and motor vehicle fuel tax by the county of Los Angeles to the city of Los Angeles were thoroughly analyzed and a system of accounts set up in the bureau of engineering to continuously provide information in connection with these appropriations.

A detailed study of fire hydrant rental services rendered the city by various suburban water companies resulted in contracts being made at definite fixed rates. Investigations into such items as overtime, street maintenance and material costs, estimates of costs in connection with engineering fee work, and methods of labor, have been continued. An investigation with a view of ascertaining whether or not economies can be effected by having the city carry its own insurance on city properties is in progress. The organization and operation of the department of

playground and recreation is being reviewed with the thought of setting up definite measurements and comparative costs of various services. A survey of the department of water and power, which will require approximately two years for two men to complete, has been started.

*

Milwaukee Citizens' Bureau.—A proposed condemnation and special assessment law has been prepared to be submitted to the 1931 legislature. The common council accepted the offer of the Citizens' Bureau to pay the professional fees of a valuation expert to assist the city attorney's office in drafting this bill. Pending the enactment of an adequate law, all city street-widening projects have been at a standstill—partially during 1927 and 1928, and absolutely during 1929 and 1930.

A compilation of the major financial transactions of the city during 1920–29 inclusive was prepared. This is to serve as the basis for a long-term capital budget. Other studies were: speeding up of construction under the school board five-year building program; non-resident school pupils survey; third annual revision of curb setback plan; further installation of simplification of property description by key numbers and letters so as to use the addressograph in the preparation of the tax roll and tax bills; and drawing of unit-foot valuation maps.

*

National Institute of Public Administration, New York City.—The bulk of the work of the Institute during 1930 has consisted of field work and technical advisory service. The research staff of the New York State Commission on Old Age Security, under the direction of Luther Gulick, completed their report of 692 pages, published as *Legislative Document, 1930, No. 67*. A survey of the administrative structure of the state government of Arkansas was made for the governor by A. E. Buck and Philip H. Cornick. The Chicago police survey, prepared for the Citizens' Police Committee of Chicago under the direction of Bruce Smith, is to be delivered to the committee on January 1, 1931. The survey of the government of the state of Maine, conducted for Governor William T. Gardiner by the entire staff, has been printed both by the press and in pamphlet form. Dr. Carl E. McCombs has made a study of public welfare administration in Delaware for the state board of charities and the Taxpayers' Research League of Delaware. Wil-

liam Watson is continuing his work for the ministry of finance in China.

An unusual phase of this year's activity has been promotional work especially for the Committee on Uniform Crime Records, which culminated in legislation passed in Washington, and the old age assistance program which was adopted unanimously in both houses of the legislature in New York and goes into effect on January 1, 1931.

The training school program was continued in cooperation with Syracuse and Columbia University.

The members of the staff have been called upon to serve in connection with special committees of the Social Science Research Council, the National Municipal League, the American Statistical Association and similar groups.

The funds expended under the direction of the Institute and its staff members during the present year totaled \$200,000. This gives an indication at least of the quantity of the work carried on.



Philadelphia Bureau of Municipal Research.—During 1930 eight reports of Bureau studies have been completed and published. Seven of these are the outgrowth of a survey of the municipal court of Philadelphia which the Bureau has made as agent of the Thomas Skelton Harrison Foundation. These reports, which have been published by the Foundation, relate to the history and functions of the court, auditing control, purchasing procedure, domestic relations division, central registration bureau, juvenile division, and filing of social case records. The eighth report, entitled "Municipal Salaries in Philadelphia, 1915-30," summarizes the results of various salary studies which the Bureau has made during the last fifteen years. In addition to these more elaborate reports the Bureau has continued the publication of its weekly periodical, practically every issue of which is a public report on some phase of municipal problems which the Bureau is studying.

If we view the year's accomplishments from the standpoint of the Bureau's influence on public affairs, we have to deal with a less tangible subject, but several events may be reported. In the first place the city has finally established prequalification for contractors' bidding on city work. The suggestion that this be done was urged originally by the Bureau upon the mayor's citizens' committee on city contracts, was recommended by that committee, and was kept before

the public in *Citizens' Business* until it was officially adopted in a manner acceptable to the courts.

Upon public representations by the Bureau that the city was headed for grave financial difficulties, the mayor appointed a citizens' commission of fifteen members to make a survey of the city's finances and to recommend appropriate measures for official action. While this commission has not had funds for extensive investigations of its own, it has given consideration to various recommendations made by the Bureau and in a preliminary report issued early in December expressed approval of a number of those recommendations. One of them relates to the consolidation of city and county departments under single budgetary and financial control, and the other to the city's budget procedure.

During the year the city has taken a definite step toward the classification of positions and standardization of pay, a measure which both the Bureau and the Civil Service Association of Pennsylvania have been urging for some time. A classification study has been made by J. L. Jacobs and Company of Chicago, and the report of this study is now awaiting action by the city authorities.

While the Philadelphia Bureau tries to concentrate on its local task, during the past year members of its staff have assisted two sister organizations, the Taxpayers' Research League of Delaware and the Atlantic City Survey Commission.



Schenectady Bureau of Municipal Research.—During the past year, the capital budget commission, originally established in June, 1928, was reconstituted with the president of the common council as chairman and the director of the Bureau as secretary. The financial program is now in the process of revision and is expected to be completed and brought up to date shortly after January 1, 1931.

Additional studies have been made of local budgetary procedure. As a result of information provided by the Bureau, the estimates of miscellaneous revenues for 1931 were raised about \$160,000 above the amounts which had been established tentatively by the comptroller.

As a result of a strong recommendation on the part of the Bureau, an appropriation of \$5,000 was included by city officials in the 1931 budget for a comprehensive independent audit of all municipal accounts.

A comprehensive survey of the police department has been the major work of the Bureau during the past year. A report on the subject will shortly be made public which, besides a summary of findings and recommendations, will include a complete analysis of police problems, organization, administration, records, equipment and finances of the department.

An appraisal has been made of the pupil capacity and physical condition of every elementary and intermediate school building in the city in an effort to determine actual school building requirements for the future.

A preliminary survey of the collection and disposal of garbage, ashes and refuse was conducted the first of the year with special emphasis on the problem of administration. Since that time a technical survey of this branch of the city government has been completed by the firm of Pearse, Greeley and Hansen.

During the past year a series of radio talks on various civic problems proved to be a successful educational feature. A new series of seventeen talks will begin shortly over Station WGY under the joint sponsorship of the New York State Conference of Mayors and the Bureau.



Stamford (Conn.) Taxpayers' Association.—One of the first actions of the Association was the endorsement of council-manager government for Stamford. As a result one of the major efforts of this Association has been an educational campaign sponsoring this modern type of charter, which is to be the minority report of the mayor's charter committee. The majority of the committee favored a strong-mayor charter. The Taxpayers' Association expect to ask the 1931 state legislature to allow the citizens to choose by referendum the charter they prefer.

Town meeting has endorsed and authorized recommendations offered by the Taxpayers' Association for a scientific re-appraisal of taxable property in town and city. Further progress awaits automatic approval of the 1931 state legislature.

Studies have been made and reports issued on garbage and rubbish incineration and the town poor house.



Toronto Bureau of Municipal Research.—The study on motoring safety was completed. The Ontario legislature, in its session held early in the year, passed legislation along the lines of the safety responsibility law, which is now in force.

A major study of the municipal organization of Toronto has been carried on during the year and several reports dealing with this question have been issued. Suggestions were made for longer and overlapping terms for members of council now elected annually; modification or elimination of the present ward system; reduction in the number of departments and the placing of all operating departments, as distinguished from overhead departments, under the control of a director of services responsible to council.

The annual study of the budget estimates was conducted. A study was made of the reporting methods of the city departments, the board of education and outside boards and commissions. An examination was made of the proposed superannuation fund for civic employees, of the proposed cumulative sick-leave plan for teachers, and the proposed introduction of the sabbatical year. The publication, *Toronto At a Glance*, which gives in short form all the pertinent facts relating to the city, was compiled and published.



Institute for Government Research, Washington, D. C.—During the year the Institute brought to completion and published five service monographs: *Bureau of Entomology*, by G. A. Weber; *Plant Quarantine and Control Administration*, by G. A. Weber; *Forest Service*, by Darrell H. Smith; *Aeronautics Branch: Department of Commerce*, by L. F. Schmeckebier; and the *Bureau of Home Economics*, by Paul V. Betters.

The publication work of the Institute has been comparatively restricted due to the fact that so many members of its staff have been engaged upon special studies or work for outside organizations. Lewis Meriam has devoted almost all of his time to acting as technical adviser to the Commissioner of Indian Affairs, this work being in the nature of follow-up work to his study on the *Problem of Indian Administration* which was completed in 1928. Some time has also been given by him to work for the President's Unemployment Commission. At the request of the Secretary of the Interior, Laurence F. Schmeckebier served as the supervisor of the Indian census. Henry P. Seidemann and Taylor G. Addison spent some time in Santo Domingo installing the new system of financial administration recommended by the Dawes Commission, of which Mr. Seidemann was a

member. Mr. Seidemann also spent some time in Porto Rico assisting in the study of financial and economic conditions in that dependency, the results of which were embodied in the volume published by the Brookings Institution entitled *Porto Rico and Its Problems*.

Mr. Seidemann, Herbert Wilson, and Paul V. Betters spent several months in North Carolina making a survey of the administrative organization and system of financial administration of that state for the governor of North Carolina. The results of this survey were embodied in a report which was transmitted to the governor in December. At the request of the National Commission on Law Observance and Enforcement, Mr. Schmeckebier has undertaken the preparation of a study on the cost of the administration of criminal justice in the District of Columbia. W. F. Willoughby continued to devote some time to the work of the

National Advisory Committee on Education, of which he is a member.

Taxpayers' Association of Wyoming Valley, Wilkes-Barre, Pa.—The Association's investigations of expenditures of Luzerne County were its major activity. This investigation consisted of an appeal from the county audit in a civil case before a court of five judges lasting for over three weeks. From the information given in the civil case, the district attorney had indictments prepared, and the grand jury found twenty-seven true bills against county commissioners, various employees, and contractors. Only a few of these criminal cases have been tried, but one contractor and one former county employee are serving time in the penitentiary, three county commissioners are under jail sentence awaiting the decision of a higher court on an appeal, and another contractor has been found guilty and is awaiting sentence.

NOTES AND EVENTS

EDITED BY H. W. DODDS

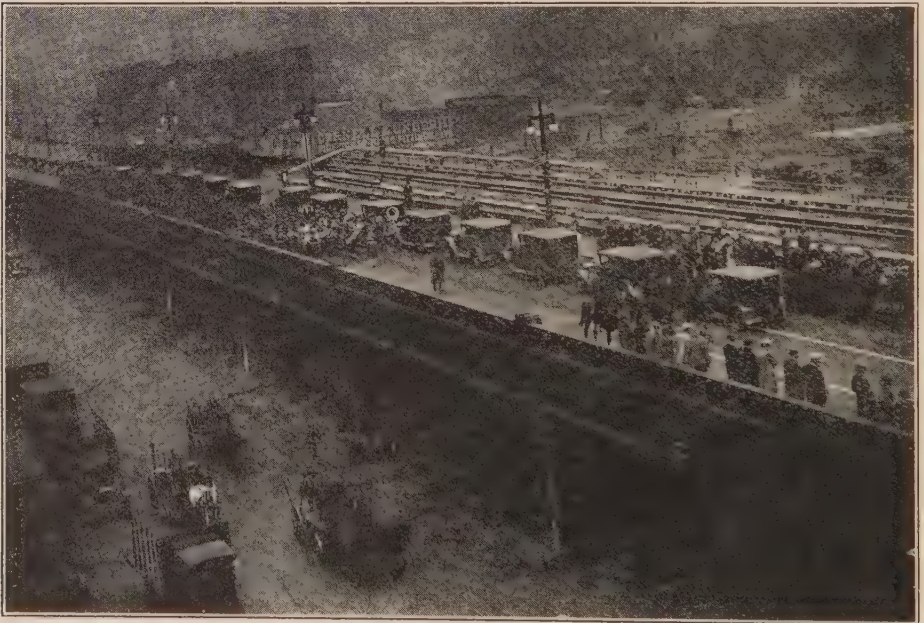
First Unit of New York's Elevated Highway Opened.—Hailed as the first unit of a system of elevated highways which eventually may encircle the city and extend throughout the nation, the new west side motor express highway between Canal and Twenty-second Streets, New York City, was opened officially when Julius Miller, borough president of Manhattan, cut the traditional ribbon across the roadway and a long procession of automobiles bearing official guests passed up the ramp at Canal and West Streets.

The highway is on a steel viaduct 70 feet wide. Its two 30-foot traffic lanes each have a capacity of 5,000 vehicles traveling at forty miles an hour. The stilted road, with its freedom from interference by cross-town traffic, is expected to cut down the transit time from Canal to Twenty-second Street by from thirteen to twenty-three minutes.

Traffic will be regulated at the ramps by modern signaling devices. Police and fire alarm systems have been installed. Special provision has been made for the removal of snow by plowing it into manholes with trucks beneath.

Besides providing a fast, non-stop north and south highway, the project when completed will give access to the Holland Tunnel very near the Canal Street entrance, the Weehawken Tunnel, the various ferries, freight terminals, industrial centres, residential districts and the transatlantic and coastwise shipping lines. It commands a view, somewhat interrupted at places, of the Hudson River. When eventually extended it will meet Riverside Drive at Seventy-second Street and thence over the New York Central Railroad tracks to the Bronx.

The total cost of the work still to be done has been estimated at \$12,500,000. Construction of the portion between Twenty-second



WEST SIDE ELEVATED EXPRESS HIGHWAY FOR AUTOMOBILES NOW OPEN FROM TWENTY-THIRD STREET TO CANAL STREET

Street and Fifty-ninth Street has been delayed pending a determination as to the position of the pier and bulkhead lines between these points. Construction between Fifty-ninth and Seventy-second Streets over the Sixtieth Street terminal of the New York Central is now in progress.

✱

Michigan Rejects Detroit's Claim for Legislative Representation.—In his address before the Chicago convention of the National Municipal League, Professor C. E. Merriam prophesied that within twenty-five years the city will approach more nearly its proper representation in the state legislature. The day of rural dominance in the city is disappearing, he said. If the cities of the United States were combined they could get almost anything they wanted and perhaps more than they ought to have, but if the cities of any state stood together they could get what they are entitled to. The cities in Germany, continued Professor Merriam, are so well organized that their association is demanding representation in the senate of Germany.

Professor Merriam is a loyal friend of the city and we trust that he is right in predicting that the city's legitimate claim of proportionate representation in state legislatures will be realized. But the adverse vote in Michigan at the last election on the question of abolishing the clause in the present constitution, by which the representation of major cities is arbitrarily limited, and substituting a strictly population basis of representation showed little appreciation of Professor Merriam's viewpoint. Now it is realized that the amendment which originated in Detroit was too broad for practical purposes because it put both houses on a straight population basis. It is believed that the next proposal on legislative reapportionment will preserve some limitation of urban representation in either the house or the senate.

✱

Notes from France and Germany.—Reports in the press of the annual meetings of the councils general of French departments held in September give some information about the operations of these bodies. The presidents of these bodies were in most cases reelected, frequently by a unanimous vote. One was chosen for the twenty-sixth time, and another for the twenty-eighth time, which was said to establish a new record. A considerable number of these presidents are also members of the senate or the chamber of deputies, including some who have held impor-

tant posts in the national government, such as Poincaré and Louis Barthou.

Under these circumstances it is not surprising that their addresses often dealt with questions of national and international politics, such as the financial policy of the central government and the significance of the German elections; and resolutions on such questions were not infrequently adopted by the councils.

The most general local topic was that of finances, which have been rapidly mounting; and the need for economy or more revenue was emphasized. In some cases resolutions were adopted protesting against acts of the national government affecting the particular department, as the transfer of a prefect and restrictions on the transportation of potatoes (to prevent the spread of plant disease). In the latter case, the ministry of agriculture promised to consider a revision of the regulations. The importance of these department authorities has been increased by action of the central government a few years ago increasing the powers of the councils general and department commissions, and providing for the union of departments for carrying out joint undertakings.

A recent work on the French city (Maxine Leroy, *La Ville, Française*, 1927) emphasizes the increasing importance of the public utility and social services of the larger municipalities, and urges a more general system of communal federation so that the 20,000 petty communes may deal more effectively with local problems. The law now authorizes unions or syndicates of communes, and a number have been organized, one including 55 communes. There is also a union of cities and communes, a federation of mayors of France, and a federation of mayors in the department of the Seine.

✱

During the present year, the French parliament provided for a committee to prepare a plan for the administrative organization of a greater Paris, including the area within twenty miles of the fortifications, and in the meantime to control the erection of new buildings or the clearing of forest land within this area.

✱

The eighth Städtetag, or general congress of German cities, was held at Dresden during the summer of 1930, this being also the twenty-fifth anniversary of the first congress. The all important question was that of the financial condition of the cities, especially as affected by the

unemployment situation; and resolutions were adopted urging the central government of the Reich to relieve the cities by taking over the whole burden. At the same time, the central government, in attempting to balance its budget is proposing an increase in the insurance assessments so as to make the system self-sustaining.

JOHN A. FAIRLIE.

✱

Excess Condemnation Defeated in Missouri.

—At the election on November 4, 1930, the voters of Missouri by a vote 176,268 for and 396,176 against defeated a constitutional amendment proposed by an initiative petition that would have legalized excess condemnation in Missouri. As submitted, the amendment authorized both the state and cities or counties within the state to use marginal condemnation for the acquisition and control of land necessary to the establishment and maintenance of memorial grounds, streets, squares, parks, playgrounds, and sites for public buildings.

The terms of the amendment restricted the excess land condemned to parcels within 150 feet of the closest boundary of the public improvement site. This limit could extend to 200 feet in the case of parcels that might be partially within the limit of 150 feet. Authority was granted to resell or lease after the completion of the improvement excess land under such restrictions and reservations as might be considered essential for the future protection of the environment and usefulness of improvements. Any bonds issued to help supply the necessary funds were to be a lien only on the property so acquired and were not to be included in any limitation of the bonded indebtedness of a municipality.

The defeat of the amendment was a severe setback to the program of the St. Louis Planning Commission. St. Louis' largest prospective improvement is that of the river front. Both the financing of this project and its subsequent control would be aided materially by the applica-

tion of excess condemnation. While the amendment had the active support of numerous civic groups and some of the important metropolitan newspapers, it was treated with indifference by the politically powerful Associated Industries of Missouri and vigorously opposed by the organized real estate interests of the state. But the defeat of the amendment no doubt must be attributed in large measure to the general hostility of the Missouri voters at the last election to amendment propositions. Seven amendments were submitted, and all of them were rejected by a decisive vote.

MARTIN L. FAUST.

✱

County Platting Regulations Adopted.—The commissioners of Hamilton County, Ohio, in which the city of Cincinnati is located, have adopted platting regulations governing the subdivision of land in villages and rural areas of the county. The existence of nearly a dozen subdivisions in which no improvements have been made other than the rough grading of ditches along the streets first aroused the local health authorities, who in turn instigated the movement for platting control. Another factor which contributed to the action by the county commissioners was the migration of the negro population of Cincinnati to the outskirts or urban communities throughout the county as a result of the destruction of tenements to make way for the new Union Terminal.

The new regulations provide that any subdivider of land must obtain from the village planning commission, if the subdivision falls within a village, or from the board of county commissioners or the city planning commission of the city having jurisdiction, if the subdivision falls within a rural area. The approving authority to which such preliminary plat has been submitted must in turn seek the recommendation of the regional planning commission, a county agency.

REPORT ON WORK OF NATIONAL MUNICIPAL LEAGUE

From November 1, 1929, to October 31, 1930¹

By RUSSELL FORBES, *Secretary*

THE past year has been one of progress and achievement in the face of great obstacles and handicaps. A period of financial depression is always accompanied by an increased public interest in governmental reform, tax reduction, and administrative efficiency. This greatly increases the volume of work in the office of the National Municipal League. At the same time, a period of financial depression inevitably results in decreased income from contributions and membership. Veritably, the National Municipal League is between the upper and nether millstones. We do not believe that the League ever was faced by a greater opportunity for achievement. Its financial situation is, however, most precarious. Unless something can be done very quickly, the League will be in the paradoxical position of having to go out of business because its business was too good.

PUBLICATIONS

One of the League's chief functions is to publish and disseminate reports and articles dealing with improvements in state and local governments. During the past year its publication schedule has been heavier than usual.

NATIONAL MUNICIPAL REVIEW. Under the present arrangement, Dr. H. W. Dodds edits the NATIONAL MUNICIPAL REVIEW on a part-time basis in connection with his professorship of politics at Princeton University. Relieved of the harrowing details of the secretarial function, Dr. Dodds has been able to improve the general character of the REVIEW and thereby add to its reputation and prestige. In addition to carrying the regular monthly message of municipal reform, the REVIEW also serves as the medium for disseminating committee reports as supplements of the magazine. During the past year a total of five supplements have been issued under the following titles:

1. Water Power in New York State (February)
2. The Practical Workings of Proportional Representation in the United States and Canada (May)
3. Dayton's Sixteen years of City Manager Government (July)
4. Model County Manager Law (August)
5. Model Election Administration System (September)

These supplements have been distributed to our membership and, in addition, a great many copies have been sold or have been sent free to interested individuals and organizations to assist in promotional work.

Following the precedent established for the Chicago convention in 1929, the October 1930 issue was devoted to a discussion of Cleveland's governmental situation. This number of the REVIEW is being widely distributed in Cleveland and elsewhere as a means of advertising our 36th annual meeting. As shown on the table below, 1,335 copies of the REVIEW were sold and 1,812 copies were distributed as samples during the past year, in addition to the regular distribution to the League membership.

BOOKS

In May the League published a monograph on *Public Borrowing* prepared by Dr. Paul Studensky of New York University and edited by your secretary. This monograph has had a very gratifying sale. It is a clear-cut and up-to-date statement of the principles now governing, and those which should govern, the borrowing policy of state and local governments.

As this report is being written, the long-awaited volume on *The Government of Metropolitan Areas* is just coming from the press. This report was prepared by Dr. Paul Studensky for our Committee on Government of Metropolitan Areas, headed by Dean Frank H. Sommer of the New York University Law School. The report in various stages has been edited by Dean Sommer, Professor Thos. H. Reed and H. W. Dodds, with the assistance of the other members of the committee. We bespeak for this volume a very considerable prestige. It will undoubtedly have influence in those several cities where the problems of metropolitan government are now most pressing.

REFERENCE PAMPHLETS

Model Election Administration System. Our model election administration system, published in September 1930, is the report of our committee headed by Professor Charles E. Merriam, of the University of Chicago, with Professor Joseph P. Harris, of the University of Washington, as secretary. Professor Harris, who was also secretary of our committee and author of

¹ Submitted at National Conference on Government, Cleveland, November 10.

the report on the *Model Registration System*, is a nation-wide authority on election reform. The committee report is already being used as the basis for revision of the election laws in Pennsylvania, Missouri, Indiana and Illinois. At the 1931 session of the various state legislatures, we expect to see the principles of this report written into law in several states.

The City Manager Plan at Work. Our list of campaign pamphlets was augmented during the past year by the publication of a booklet on *The City Manager Plan at Work*. This is a compilation of opinions from representative citizens and organizations in cities having the manager plan in various parts of the country. It is a companion pamphlet to the *Story of the City Manager Plan* and has already been used in many local campaigns.

Reprints of Publications. During the

past year a number of our publications were reprinted. The ever-popular pamphlet on *Administrative Consolidation in State Government* was revised by the author, A. E. Buck of the National Institute of Public Administration, prior to its publication and distribution in the fifth edition.

The County Manager Plan and *The Short Ballot* by Richard S. Childs were also revised and reissued during the past year. The present is the second edition of *The County Manager Plan* and the sixth edition of *The Short Ballot*. Both of these have become standard reference pamphlets whose influence is beyond measure.

On page 6, in connection with a statement of our financial needs, we list a number of other reports and pamphlets which are awaiting the securing of the necessary funds before they are issued or reprinted.

DISTRIBUTION OF NATIONAL MUNICIPAL LEAGUE PUBLICATIONS

NOVEMBER 1, 1929 TO OCTOBER 31, 1930

Title	Free	Sold	Total
Administrative Consolidation in State Governments	118	421	539
Administration of Gasoline Taxes in the United States	1	22	23
Administrative Reorganization in Illinois	5	32	37
Airports as a Factor in City Planning	1	53	54
Assessment of Real Estate	3	144	147
Board of Estimate and Apportionment of New York City	3	69	72
*City Manager budget	0	26	26
*City planning and zoning budget	0	23	23
City Manager Plan at Work	149	1,349	1,498
County, The	1	26	27
County Manager Plan	34	153	187
Dayton's Sixteen Years of City Manager Government	6	194	200
Electric Light and Power as a Public Utility	2	58	60
Electricity in Great Britain	1	51	52
Employment Management in the Municipal Civil Service	1	90	91
Excess Condemnation, Why We Need	3	54	57
Federal Aid to the States	3	58	61
Fitz-Elwyne's Assize of Buildings	0	11	11
Five Years of City Manager Government in Cleveland	8	83	91
German Cities since the Revolution of 1918	0	45	45
Land Subdivisions and the City Plan	0	46	46
Law of the City Plan	2	57	59
Loose-leaf Digest of City Manager Charters	0	32	32
Merit System in Government	0	45	45
Minor Highway Privileges as a Source of Municipal Revenue	0	26	26
Model Bond Law	5	116	121
Model Municipal Budget Law	12	118	130
Model County Manager Law	119	161	280
Model Election Administration System	126	355	481
Model Registration System	17	143	160
Model State Constitution	73	954	1,027
Modern City Planning	0	4	4
Model City Charter	30	356	386
Municipal Salaries under the Changing Price Level	2	32	34
National Municipal League Series of Books	4	17	21
**National Municipal Review	1,812	1,335	3,147
New Charter Proposals for Norwood, Mass.	0	9	9
Practical Workings of Proportional Representation in the United States and Canada	28	65	93
President's Removal Power under the Constitution	1	33	34
Primer Chart of Typical City Governments	1	5	6
Public Borrowing	22	252	274
Reprints of National Municipal League articles	111	535	646
Service at Cost for Street Railways	2	6	8
Short Ballot	37	239	276
Special Assessments for Public Improvements	3	95	98
Standards of Financial Administration	0	48	48
State Parks	0	25	25
State Welfare Administration and Consolidated Government	0	60	60
Story of the City Manager Plan	657	3,881	4,538
Water Power in New York State	2	29	31
Zoning	1	3	4
Totals	3,406	12,044	15,450

*Collection of publications on subject.

** In addition to monthly distribution to membership.

COMMITTEES

The work of committees is the keystone of the League's progress. Our committees are carefully selected and are representative of the professional and lay groups interested in any given subject. As time goes on, it becomes easier to form committees of representative experts, because of the increasing prestige and reputation of our committee reports. At the present time the following committees are actively at work:

Citizen Organization for Municipal Activity. This committee, with Henry Bentley, president of the Cincinnati City Charter Committee as chairman, will summarize the organization and work of his committee and set forth the methods followed in transforming Cincinnati's city government. Most important of all, it will show how to organize a permanent charter committee to acquaint voters with progress accomplished and to defend the City Manager Plan against organized attacks. The report of this committee will fill a long-felt want. It will serve as an educational booklet to stimulate the creation of such citizens' groups in other cities.

Model Administrative Code. A committee has been organized to draft a model administrative code which will be a companion volume to our *Model City Charter*. The administrative code will help to set up the city manager government after a charter has been adopted. The committee in charge of this important task is headed by W. Earl Weller, director of the Rochester Bureau of Municipal Research, with Emmett L. Bennett, director of the Municipal Reference Bureau, University of Cincinnati, as secretary.

Park and Playground Administration. This committee is headed by Professor Jay B. Nash, of New York University, a nationally recognized authority on the subject. The report of this committee, when funds are obtained to publish it, will recommend standards of administration for park and playground work in city governments. It will also recommend the proper administrative set-up and the proper relationship between the central city government and the school system, in the handling of park and playground functions.

Organized Citizens' Participation in City Government. Many different organizations are now engaged in a study of municipal government, and are performing worthwhile services in assisting city officials.

This committee will outline the work which these organizations are doing, and will forecast what they may accomplish through greater correlation of effort. Carl H. Pforzheimer, treasurer of the League, is the chairman of this committee, and W. P. Lovett, of the Detroit Citizens' League, is secretary.

The Committee on New Municipal Program. A number of criticisms have been made to the effect that our *Model City Charter* is in need of revamping and revision, especially in the section on personnel administration. The executive committee in March sanctioned the appointment by President Childs of the following committee to suggest revised sections on personnel for the *Model City Charter*: Lent D. Upson, Detroit Bureau of Governmental Research, *chairman*; Fred Telford, Bureau of Public Personnel Administration, *secretary*; William C. Beyer, Philadelphia Bureau of Municipal Research; Robert M. Goodrich, Taxpayers' League of St. Louis County (Duluth); H. Eliot Kaplan, National Civil Service Reform League; and Clarence E. Ridley, International City Managers' Association.

Emmett L. Bennett, director of the Municipal Reference Bureau of the University of Cincinnati, has voluntarily submitted a detailed criticism of the entire charter as to phraseology and context. Mr. Bennett's memorandum and the report of the committee mentioned above are being made the basis of a meeting of the Committee on New Municipal Program in connection with this present Conference. As a result of this meeting we may in the coming year issue a slightly revised edition of our *Model City Charter*.

Committee on Local Branches. In January 1930, Colonel H. M. Waite of Cincinnati suggested that some action be taken leading to the formation of local branches or groups of the membership in various localities. He presented this matter at the meeting of the League council in April and the council at that time authorized the appointment of a committee to study and to report on this problem. The committee appointed, pursuant to this action, is as follows: Howard Strong, Wilkes-Barre Wyoming Valley Chamber of Commerce, *chairman*; H. S. Braucher, Playground and Recreation Association of America; H. S. Buttenheim, editor of *The American City*; Lent D. Upson, Detroit Bureau of Governmental Research; and H. M. Waite, Cincinnati, Ohio.

PUBLIC RELATIONS WORK

Our public relations work, supervised by Howard P. Jones, constitutes the sales department of the National Municipal League. This new phase of our work was initiated in February, 1929 and has amply justified its existence. The work of the League is now receiving more widespread newspaper and magazine mention than at any time during the past fifteen years.

Mr. Jones is in contact with over 1700 daily and weekly newspapers and with all the leading magazines interested in municipal government and administration. Occasional editorial articles are distributed and news releases are sent out covering the most important contributions to each issue of the NATIONAL MUNICIPAL REVIEW. Furthermore, every committee report is written up both in magazines and in newspaper releases which thus serves to focus public attention upon our work and to stimulate increased sale and distribution. Mr. Jones also edits a regular monthly section in the NATIONAL MUNICIPAL REVIEW under the title of "Headlines" in which he recounts interesting items of progress in various governments.

We have received during the past year from our press clipping services more than 30,000 column inches of publicity matter based either wholly or partially upon our releases. Since the public relations work was inaugurated, we have received a total of almost 150,000 column inches of publicity according to our best estimates.

It seems undeniable that our public relations work has helped greatly in arousing public interest in all parts of the country in the general question of municipal reform. It would indeed be a calamity if funds could not be made available to carry on this very important work.

PROMOTION OF CITY MANAGER
GOVERNMENT

For a number of years the National Municipal League shared with the International City Managers' Association the task of promoting the city manager plan of government. The City Managers' Association has now withdrawn from the field of promotion of this plan and has thereby definitely placed upon our shoulders the responsibility for its advancement. We hope that we have measured up to this responsibility during the past year.

Our pamphlets on *The Story of the City Manager Plan* and *The City Manager Plan at Work* were used in all of the campaigns for the adoption of city management during the past year. Such campaigns have been carried on in the following cities:

CALIFORNIA Oakland San Diego San Francisco San Leandro Ventura	NEW YORK Elmira Mamaroneck New Rochelle Olean
CONNECTICUT New Britain Stamford	OHIO Bedford Delaware Greenfield Youngstown
FLORIDA Jacksonville Pensacola St. Petersburg	OKLAHOMA Shawnee Stillwater Tulsa
GEORGIA Savannah	OREGON Klamath Falls
IOWA Waterloo	PENNSYLVANIA Philadelphia
KANSAS Arkansas City	SOUTH CAROLINA Fallney
KENTUCKY Covington Lexington Newport	TEXAS Borger Dallas Van
MASSACHUSETTS Foxboro	VIRGINIA Bluefield Norfolk
MICHIGAN Monroe Owosso Rochester	WISCONSIN Antigo Appleton Eau Claire Fort Atkinson Marinette Watertown
MINNESOTA St. Paul	WASHINGTON Yakima
NEW HAMPSHIRE Hooksett Milford	
NEW JERSEY Metuchen Union City	

In practically all of these campaigns our office has rendered advice and assistance. In some of them, Mr. Jones has practically directed the campaign. In all of them he has kept in close touch with the situation. During the year just closed, we have rendered help to 19 cities in the drafting of new charters.

During the year a total of 13 cities adopted the manager plan of government. These additions have now swelled the total of manager cities in the United States and Canada to 435. This number will probably be increased by the elections to be held on November 4 in the following cities: Oakland and Ventura, California; Arkansas City, Kansas; Covington, Lexington and Newport, Kentucky; and Bedford, Ohio.

One of the most convincing proofs of the importance and effectiveness of our public relations work rests in the fact that at the present time campaigns for the adoption of city management are in progress in 55 cities scattered over practically all sections of the country.

Although our past work in this field needs no apology, it could be much more effective if we had the funds to send consultants to a greater number of cities and to help more extensively in conducting local campaigns.

PROMOTION OF COUNTY MANAGER PLAN

Probably the most important problem undertaken by the League since the adoption of the *Model City Charter* is the study of county government. As the first step, a committee was appointed to formulate a model county manager law. This committee was headed by Professor John A. Fairlie of the University of Illinois, with Professor Paul W. Wager of the University of North Carolina as secretary. The committee had several meetings and considered the problem from every possible angle. *The Model County Manager Law* was issued as a supplement to the NATIONAL MUNICIPAL REVIEW in August. It has already stirred up a remarkable amount of interest.

Mr. Jones has concentrated upon the promotion of The Model County Manager Law and has personally prepared articles describing it in five different magazines. More than 1700 newspapers received information on the law through our news releases and printed more than 18,000 column inches of publicity. Overtures have already been made to the editors of *The Country Home* and other leading farm journals, which, it is believed, will lead to considerable publicity on the subject in the coming year.

The H. W. Wilson Company, publishers of *The Reader's Guide* and debaters' handbooks, have in press a reference volume on the county manager plan. This volume is based largely upon the reports and articles issued by the National Municipal League. It will give a further impetus to the movement.

The following imposing list of counties which are at present interested in the manager plan is the best possible proof of the success of our work in this field:

CALIFORNIA	NORTH CAROLINA
Sacramento	Buncombe
Napa	Durham
Los Angeles	
Glenn	OREGON
Placer	Clackamas
Santa Barbara	
GEORGIA	TENNESSEE
De Kalb	McMinn
Floyd	
Greene	
MARYLAND	VIRGINIA
Montgomery	Arlington

INQUIRIES

One of the services of the League's secretariat is the answering of inquiries from interested citizens, officials and organized groups. Some of the inquiries are easily answered by sending one or more of the League publications. Many, however, require extensive investigation and

compilation of data. This phase of our work is carried on quietly and attracts little attention from anyone except those who are benefited by it. Although consuming a considerable amount of time, it is believed that this service is worthwhile. During the past year we have answered approximately 3600 inquiries for information and literature.

ANNUAL MEETING

Following the precedent of last year, this convention, our 36th annual meeting, is being called the National Conference on Government. The present conference, sponsored also by six other national research and reform organizations, will, it is believed, be the high-water mark for meetings of this kind. Mayo Fesler, director of the Cleveland Citizens' League, has served as chairman of the program committee and as chairman of the local committee on arrangements. The imposing character of the program and the care with which local arrangements have been made bear witness to the seriousness with which Mr. Fesler has undertaken his rôle. Only those who, like Mr. Fesler and the members of the secretariat staff, are actively engaged in it, can appreciate the prodigious volume of work involved in connection with our annual meeting. It is encouraging to note, however, that the "sales resistance" is becoming weaker each succeeding year as our meetings gain in momentum and reputation.

MEMBERSHIP

A great deal of effort and thought have been put into the problem of increasing our membership during the past year. As a result 800 new members have been added to our roster. This very satisfactory result has, however, been in large part offset by the shrinkage in membership due to deaths and resignations. At this time last year the paid membership of the National Municipal League was 2247. Now it is 2465, or a gain of 218. Of this number, 500 are sustaining members paying \$10 per year and receiving all the League publications and those of the Municipal Administration Service.

ANNUAL BUDGET

As shown by the accompanying auditor's report, we ended the past fiscal year on March 31, 1930 with a deficit of approximately \$4000. This is substantially the same in amount as the deficit which has been an ever-present source of annoyance and embarrassment for the past several years. Since the beginning of the current fiscal year, however, the financial situation has grown considerably worse because of

the reasons stated in the introductory paragraph of this report. On account of our increased work program, made necessary by increased demands for services, we are operating on a budget of approximately \$50,000 for the current year, as contrasted with the budget of \$45,000 for the preceding year.

Expenses have been pared to the bone and every possible economy in administration has been resorted to. The death of several of our substantial contributors during the past year has tended to increase the seriousness of our present situation.

However, this loss was partially offset by the effective work of Colonel H. M. Waite, Henry Bentley and Ralph Holterhoff in raising a fund for the League in Cincinnati last January.

FINANCIAL NEEDS

At the present time the National Municipal League needs additional funds both for an increase in the secretarial services and for investigation and research. Additional funds are needed for our current operating budget to make possible the following increases in services:

Expansion of Field Service. Work in promoting the city manager plan should be expanded to include the sending of charter and campaign consultants to all cities requiring them, a service which the League is unable to finance at present. The headquarters staff is now compelled to keep in touch with local situations through correspondence only, since no funds are available for travel. The city manager plan should also be brought home to our colleges and universities, and additional funds would also meet the expense of sending a qualified speaker to their classrooms in connection with his consulting work.

Printing of New Publications. Funds are needed to cover the cost of publishing new pamphlets and reports of committees. Manuscripts for the following reports are now practically ready for publication: "Successful City Manager Charters," "Standards of Park and Playground Administration" and "Citizen Organization for Municipal Activity."

Reprints of Publications. The demand for certain pamphlets indicates that they will have to be reprinted during the coming year. We will probably have to reprint *The Story of the City Manager Plan*, *The County Manager Plan*, *The Model City Charter*, *Federal Aid to the States*, and the *Model Registration System*. The *Loose-leaf Digest of City Manager Charters* by Professor Robert T. Crane must also be reprinted in revised form.

RESEARCH PROJECTS

We are at the present time expected to answer inquiries on the question of city government by pointing out that the city manager plan is the leading curative. When our inquirers want proof of the results accomplished by city management and facts tending to show that this plan would succeed in a given locality, we must rely upon a compilation of opinions, plus a few scattered reports, to prove our case.

We need facts which have been compiled by careful researchers and investigators and which tend to show beyond peradventure that city management does tend towards administrative efficiency and economy. The same need is felt in other lines wherein we are supposed to act as promoters. Our work would be greatly furthered if we had funds with which to make studies in the following fields:

Administrative Consolidation in State Governments. In 1919, the League published a pamphlet on this subject by A. E. Buck, of the National Institute of Public Administration, author of many works on municipal finance and administration, and director of surveys of the governments of Virginia, Tennessee, New Jersey and other states.

Reorganization of the government has undoubtedly saved many thousands of dollars to these fifteen states that have followed Buck's recommendation, but few definite facts are available. It is now time for a thorough survey and check-up of the results obtained through these changes in government.

Survey of Accomplishments of the City Manager Plan. A number of studies have been made of the functioning of city management in Cleveland, Dayton, Cincinnati and other large municipalities. But no adequate study or appraisal has thus far been made of the results accomplished by this form of government in cities of less than 50,000 population. Of the 40 cities with managers at the present time, 408 are less than 50,000 in population. The bulk of the inquiries received by the National Municipal League come from the smaller cities which ask for data concerning administrative practices and accomplishments in cities of similar size. Little factual material is now available with which to answer such inquiries.

We need a fund with which to finance an appraisal of city management in the smaller cities by a recognized authority and to publish his findings in book form.

Study and Survey of Appointed vs. Elected Judiciary. The time now seems ripe to

make a study of the advantages and disadvantages of having the judiciary appointed instead of elected in state and local government. This is an exceedingly important study and can be made only by one who is widely versed in the general problems of government.

Re-apportionment of State Legislatures. This problem has given rise to many bitter disputes in state legislatures within recent years. California, New York, Illinois, Michigan and other states, where the growth of large cities has raised the question of the lack of adequate representation of the urban population, are finding it most serious. No intelligent, unbiased study of this question has ever been made.

The Short Ballot. An analytical study of the short ballot is needed. The short ballot idea is widely accepted; is, indeed, one of the most significant contributions of the twentieth century to American political science. No statistical information is available as to how widely it is in use in this country and no effort has been made to evaluate its effectiveness. Yet it is the basis of such reforms in government as the city manager plan, the county manager plan, and state administrative reorganization.

A LOOK AHEAD

Your secretary believes that the next year will be a critical one in the history of the National Municipal League. We hope it will see the substitution of action for talk in the matter of finances. The secretary and his colleagues on the staff are perfectly willing to do everything possible to assist in raising funds, but they, like any other paid staff, labor under a handicap in such efforts. Work such as ours, which has little heart interest, and which appeals solely to the logic and the pocketbook of citizens, can be financed only with the zealous and earnest assistance of our council members, officers, and other interested individual members.

The work of the League will naturally continue to be carried on through committees. Your secretary recommends that new committees be formed this coming year for the following tasks:

1. *Committee on County Government.* The task of formulating *The Model County Manager Law* showed that the whole field of county government was greatly in need of study. There is no uniformity among the various states with respect to the relationship of the county to the states, or in the matter of county administrative func-

tions. Before the county manager plan can be adopted, constitutional changes will be required in the majority of states. It is therefore recommended that a committee, based largely upon the personnel of the committee which formulated the county manager plan, should be formed, and that funds should be found to enable it to make a careful study of the general problem of county government during the coming year.

2. *Model Corrupt Practices Law.* It is recommended that a committee be formed during the coming year to draw up a model corrupt practices law which will take its place alongside our model laws on other subjects. The need for uniformity in this field and for closer regulation of campaign expenditures requires no elaboration.

3. *Committee on State Government.* Most students agree that centralized responsibility in state government is a desirable and necessary reform. However, more precise principles of state reorganization which might govern the matter in various states and which might serve to clarify the existing doubt and controversy in this field would, it is believed, be amply worthwhile.

4. *Committee on Municipal Home Rule.* In several states, municipal home rule is a hope rather than a fact. The time seems ripe for a careful study of the situation and the formulation by a competent committee of constitutional and statutory principles which can be recommended for adoption in the various states.

OFFICERS AND HEADQUARTERS STAFF

Richards S. Childs, president, has during the past year rendered a great service to the National Municipal League, not only through his financial contribution, but through his continued and never-failing advice and help. Carl H. Pforzheimer, treasurer, has repeatedly gone out of his way to promote the interests of the League. The same can be said of the other members of the executive committee and of many members of the council. The executive and clerical staff at League headquarters have sacrificed their own interests by working overtime throughout the year. The members of the staff are underpaid and overworked. These words paid in tribute to them are inadequate to express my personal appreciation for the extraordinary assistance they have rendered.

Respectfully submitted,

RUSSELL FORBES,
Secretary.

NATIONAL MUNICIPAL REVIEW

AUDITOR'S REPORT

NATIONAL MUNICIPAL LEAGUE

Balance Sheet, March 31, 1930

ASSETS

Cash:			
In Bank:			
Treasurer's account	\$	620.36	
Secretary's account		160.32	
	\$	780.68	
Less: Uninvested cash—Portland Prize Fund	\$13.30		
Unexpended cash—Russell Sage Foundation Fund	308.36	321.66	
	\$	459.02	
On hand		6.73	
			\$ 465.75
Accounts receivable			5.04
Furniture and fixtures		\$ 2,393.56	
Less: Reserve for depreciation		662.81	
			1,730.75
Russell Sage Foundation Fund—cash balance			308.36
Portland Prize Fund:			
Investments: (at cost)			
\$100 City of Lyons 6% bonds due November 1, 1934	\$	99.20	
\$500 Continental Oil Company 5 1/4% debentures due November 1, 1937		487.50	
Uninvested cash		13.30	
			600.00
Accrued interest on bonds—Portland Prize Fund			13.44
Total assets			\$ 3,123.34

LIABILITIES AND DEFICIT

Accounts payable	\$ 7,631.57
Russell Sage Foundation Fund	308.36
Portland Prize Fund	600.00
Total liabilities	\$ 8,539.93
Deficit, March 31, 1930	5,416.59
Total liabilities, less deficit	\$ 3,123.34

STATEMENT OF INCOME AND EXPENSE

FOR THE YEAR ENDED MARCH 31, 1930

Income:		
Contributions		\$28,645.00
Dues:		
Annual	\$	6,019.51
Sustaining		3,731.50
Contributing		449.50
		10,200.51
Subscriptions to the REVIEW		2,493.66
Sale of publications		3,391.65
Advertising		261.00
Miscellaneous		334.61
Total income		\$45,326.43
Expense:		
Salaries:		
Administrative	\$14,633.21	
General	10,837.50	
	\$25,470.71	
Printing REVIEW		6,815.89
Printing REVIEW supplement		192.10
Printing books and pamphlets		1,226.04
Miscellaneous printing		664.00
Mimeographing		2,221.98
Binders		93.11
Postage and express, rent, telephone and telegraph		8,481.71
Stationery and office supplies		1,115.42
Books and subscriptions		655.14
Clippings		854.18
Auditing		233.00
Traveling		357.11
Depreciation, office furniture and fixtures		202.16
Maintenance of office equipment		75.17
Convention		264.26
Committees		181.34
Stencils		78.62
Royalties		17.75
Baldwin Prize		100.00
Portland Prize		25.00
Sundry		322.23
Total expense		\$49,646.92
Net loss for year ended March 31, 1930		\$ 4,320.49